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— Buy United States Victory Bonds and Stamps —

# The League's Business

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## ***Cleveland Area Survey Begun***

The Consultant Service of the League has undertaken a survey of the Cleveland area to determine the ability of the city and other units of government in the area to finance postwar public works programs. Dr. Thomas H. Reed has been chosen to make the study. He will be assisted by Mrs. Reed.

The survey is under the auspices of the Cleveland Bureau of Governmental Research, at the request of the Metropolitan Cleveland Development Council.

\* \* \*

## ***Taft Returns to Cincinnati***

Charles P. Taft, an honorary vice president of the League, has resigned from the United States Department of State to return to his home in Cincinnati to become a candidate for the City Council. Mr. Taft, one of the leaders of the Cincinnati charter movement of 1924, was a member of the City Council from 1938 until he withdrew to go to Washington where he has served as assistant director of the Office of Defense, Health, Welfare and Recreation and more recently in the Secretary of State's Office.

\* \* \*

## ***Luther Gulick to Moscow***

Dr. Luther Halsey Gulick, director of the Institute of Public Administration and long associated with the leadership of the League, is one of the twenty experts for the United States with the Reparations Commission which went to Moscow in June. Dr. Gulick is a former member of the League's Council.

\* \* \*

## ***Hearne Bags Japs, Wins Award***

Colonel Julian G. Hearne, Jr., former civic leader of Wheeling, West Virginia, and for some years prominently identified with the National Municipal League, was awarded the Legion of Merit at Saipan in June, according to a recent announcement. On August 22 Colonel Hearne received the unconditional surrender of Major Yoshihiko Noda and the entire Japanese garrison on Aka Shima.

\* \* \*

## ***Upson Named Dean at Wayne***

Dr. Lent D. Upson, honorary vice president of the League and long a leader in local governmental research circles, has been appointed dean of the School of Public Affairs and Social Work at Wayne University. He has directed the school since 1935 and for the past year has also been director of the National Training School for Public Service.

\* \* \*

## ***League's Secretary in Berlin***

Lt. Col. Howard P. Jones, League secretary who is on military leave, has been transferred from Frankfurt to Berlin, Germany, where he is at the headquarters of the United States Control Commission.

# National Municipal Review

## Editorial Comment

### The Postwar Problems Are Here

SO THIS is the "postwar period" about which everyone has worried and thought and for which we have tried to plan with a determination to "win the peace" and to demonstrate the workability and superiority of our way of life.

The planning will not have been in vain, even if some of it is revamped or abandoned as it collides with reality, and most of our fears will, as usual, prove groundless.

But actually winning the peace and making democracy work in accordance with our idealistic standards will be difficult tasks worthy of our best thought and effort. The degree to which we meet our responsibilities at home will determine, in a very real sense, whether we gain from our victory the utmost in human progress.

The real proving ground will be in our communities, large and small. They are the roots. If they are strong and healthy our system will flourish. If they are weak, diseased and undermined the great trunk will be in danger of crashing.

With what success will we cope with the problems which peace is bringing more clearly into focus? Will we find the solution which will stop the decay and blight of our larger cities? Will we solve the housing problem without making it a political football? Will we work out taxation and fiscal systems which will revitalize our cities? Will we

find a method of forcing state legislatures to reapportion in a manner which will, at long last, be fair to those who live in cities? Will the states be less smug about what great "shape" they're in to face the future—as if they are something quite apart from their cities—and recognize that it is in large measure their fault that the cities are not as well off?

These are only a few of the basic tests which lie ahead. Some will be side-stepped, as in the past, cynically and for selfish advantage. In the aggregate, the many, many problems look for all the world like a log jam in which, perhaps, there might be hope of finding a key log to remove.

An ancient wise man once counselled, "Seek ye first the kingdom of God, and all these things shall be added unto you."

Today's wise man might well admonish his fellow men first to become interested, participating, informed citizens; for who can deny that the greatest weakness is the apathy and general indifference toward local civic affairs? Our system works very well when, now and then, this apathy is overcome.

Local civic organizations face a great responsibility. The vast majority of citizens are well intentioned. They want leadership and organization. They have, for the most part, lost confidence in "politicians" but

they don't know what to do. People of good will are needed everywhere to find the facts and provide the leadership which will give the average

citizen renewed confidence that his vote really can count and that public affairs need not be the inefficient, wasteful mess they too frequently are.

## Changing the Rules

**I**N RECENT months two City Councils have amended the charters of their cities.

The City Council of Yonkers, New York, amended that city's charter to give an acting city manager the full powers and duties of a city manager and to permit a substantial salary increase for the acting manager.

The City Council of New York amended the charter of the nation's greatest metropolis to increase the terms of city councilmen from two to four years.

Both actions seem remarkable and open to serious question as to their propriety.

A charter is a city's basic law. In it the people lay down the specific framework of the government and prescribe the rules and limits within which the Council and other officials may operate. If that framework is to be substantially altered, it would seem that only the people who originally adopted it would have the right to make the changes.

In the case of Yonkers, it might fairly be assumed that the charter's failure to give an acting city manager broad powers was deliberately designed to force the City Council to appoint a full-fledged manager promptly. But with councilmen coming up for re-election in November

the Council majority didn't choose to make an appointment which might put it on the spot. So it changed the rules.

In the New York case, if it is right in principle for the Council to amend the charter to increase the terms of its future members from two to four years, what is there to prevent ten-year, 25-year or life terms? In adopting the charter the people of New York said plainly that they wanted the councilmen to submit their records for approval or disapproval every two years. Councilmen don't like the expense and uncertainty of having to run so often, of course. So it seems the people of New York just can't have what they want.

Although both Councils excused their actions by minimizing the importance and significance of what they did, the right to make such basic changes clearly belongs only to the people who adopted the original charters. A City Council has no more right to change the rules under which it may operate than, say, a state board has to change the law by which a state legislature has created it and prescribed its powers and duties.

Actions such as these should be challenged promptly before an indifferent public loses more of the controls it has sought to place on its representatives.

# Veterans Preferred, Unlimited

*Proposals to be voted on in New York State outdo most of nation in providing a place for veterans in the public service; but should the door be closed to all others?*

By RUTH G. WEINTRAUB and ROSALIND TOUGH\*

NEW YORK State will vote this fall on an amendment to its constitution which, if adopted, will have the effect of limiting the public service to veterans for years to come. Twenty-four states, from Alabama to Wisconsin, revised their laws during 1943-1944 to give the veteran of World War II preferred status when competing for government employment. The Congressional mill ground also during this period; the outcome is the Veterans Preference Act of 1944.

Why all this legislative ferment? Civilians suffering from guilt complexes because of their meager contributions to the war effort when assessed against the soldiers' sacrifices indiscriminately embrace veteran legislation. Lobbyists for veterans' organizations are having a field day. A conglomeration of legislation, some good, some bad, all veteran - oriented, gets legislative priority.

From the Congressional hopper in Washington has come the G.I. Bill of Rights (Servicemen's Readjust-

ment Act of 1944), which offers the ex-soldier hospitalization, education, a guaranteed loan for a farm or a home, the services of an employment exchange and unemployment insurance, all at government expense. From the same source has originated special educational benefits to the soldier with service-connected disabilities and preferential treatment for the veteran who desires a career in the public service. The majority of states have or are contemplating comparable over-all plans for the veteran. New York's Governor Dewey, in his special message of January 29, 1945, had a twelve-point program ranging from rest camps to a psychiatric consulting service for ex-soldiers.

A favorite approach to jobs for the veteran, one not new in American history, looks upon our public service as an outdoor relief department for those who have made the contribution of military service. The basic equalitarian philosophy that no special talent is needed for government work gives the justification for exceptional treatment for all veterans. It should be emphasized, however, that from among the veterans of previous wars have come thousands of persons well qualified for public service.

Since there is no disagreement about the ex-soldier's right to a job in the postwar world, the question is solely how can that job best be pro-

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vided? Does a partial solution lie along the path charted by the Downey-Sherman resolution? In accordance with New York State constitutional procedure, the 1944 and 1945 sessions of the state legislature passed this resolution, sponsored originally by Hampton and Devany. It will appear on the ballot in November and, unless citizens' groups are vigilant, no one need doubt its outcome at the polls. "These boys were ready to give their lives for us, the least we can do is give them government jobs." That argument is difficult to beat at a referendum election.

#### Effect of Amendment

What will this amendment accomplish? If passed it will have the effect of closing the New York State and municipal public services for a period of years to all but veterans. Among the unsuccessful competitors, both for initial appointments or promotions in this state, will be veterans' widows, wives of disabled ex-soldiers, civilian war workers, the "4F's" and the oncoming generations of graduates from our schools. The proposed language of the amendment provides that if veterans compete for any position or promotion their names must appear at the head of the list, regardless of their standing. Disabled veterans are placed ahead of the non-disabled and enjoy job preference for an unlimited period of time. In contrast, the non-disabled ex-soldier is to retain his right to a preferred position only for five years after discharge from the armed forces. Thus, in the case of an examination for a junior account-

ant in the New York State Department of Labor, a civilian with a grade of 97.7 will be sidetracked for either a disabled or non-disabled veteran with a minimum passing grade. Once the ex-soldier is on the job, this same preference is exercised in his behalf in any competition for promotion.

From Alabama to Wisconsin is the existing veterans' preference legislation as sweeping as that proposed for New York State? An analysis of the 1943-44 legislation for the 24 states which have acted to enhance the status of the veteran of World War II in public service indicates certain well defined trends. The ex-service man is placed at the top of the list of candidates for any governmental position, the disabled veteran having a preferred status to that of the non-disabled, in Massachusetts. This proviso recommended also for New York State is generally conceded to overlook the maintenance of entrance standards for the public service. A less drastic approach provides for the addition of a number of points to the veteran's grade in a competitive examination, with the result that his place on the list of candidates is improved. In Colorado the disabled ex-soldier gets a ten-point preference, the non-disabled and widows of honorably discharged men who died in service each five points. Here again the veteran benefits from preferential treatment, but under a point bonus the possibility exists that a civilian much better qualified than he may get the job, or that a veteran, physically and mentally fit, may outrank a disabled ex-soldier.

In the same pattern as the most recent federal innovation, legislation exists which either limits or excludes positions in certain categories from veterans' preference. These laws recognize that specific supervisory positions and those in the professional categories are at the heart of an efficient public service and should be preserved for the candidates who have the best qualifications, unrelated to any extrinsic factors. Thus the South Dakota veterans' preference law of 1943 excludes the positions of department head, all policy-forming positions and those which are confidential in character.

If New York State adopts the Downey-Sherman resolution, it will be in the vanguard of those who look to public employment as a reward for military service. More generous than the federal Veterans' Preference Act of 1944, it will outdo the latter in three important ways: the New York amendment would apply both to appointments and promotions and the federal only to appointments; the New York provision would put non-disabled veterans at the head of all lists for a period of five years after discharge from the armed services while the federal law merely gives him a five-point bonus; finally, in the state amendment, the absolute preference for disabled veterans would apply to all positions while, under the federal law, disabled veterans who compete for positions in the scientific and professional services in which the salary is \$3,000 or more receive only a ten-point bonus. This gives recognition to the principle that, if the public service is to be saved, certain

positions at least must be recruited on a competitive basis.

### Community's Responsibility

Since the debt owed the veteran is a community debt, it should be met by the community. If considered in that light, the responsibility to the ex-soldier becomes joint, to be shared by industry as well as by government. The re-employment provisions of the Selective Service Act of 1940, attempting imperfectly to guarantee the job rights of persons who left industry to enter the armed forces, recognizes this obligation to a small degree. Great Britain gives it cognizance to a much greater extent in the Disabled Persons (Employment) Act of 1944, which requires every employer who hires twenty or more persons to employ at least one disabled individual and which assigns to more substantial employers a larger quota. Since opinion in this country would be inhospitable to such a suggestion and, since it would raise complex constitutional problems, it is not suggested seriously here as a solution for the problem of veterans' employment in the United States.

If the most obvious solution, "jobs for all," can be effected, then the invidious notion of pitting non-veterans against veterans will not arise. Preparation must be made for the eventuality of less than the 60,000,000 quota of jobs set for full employment, and recognition must be given both to the long tradition of veterans' preference in the American public service and to the immediate strength of the various veter-

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# Ohio's 'Fun' in the Voting Booth

*Party in power outsmarts itself again and again, linking state and national tickets on the ballot, then separating them, only to be sadly fooled by the unpredictable voter.*

By MONA FLETCHER\*

THE question of ballot form and reform is of recurring interest as state legislators consider various means of increasing popular participation in government, or attempt to strengthen the control of the majority and decrease the possibility of minority party gains. Ohio lawmakers have frequently turned their attention to such problems.

The members of both houses of the Ohio legislature are elected biennially, as is the governor. Presidential election years, therefore, see the voter faced with the problem of expressing his choice for local, state and national candidates. With a single, party column ballot lesser contestants have been carried into office as a result of "landslide" votes for a popular presidential hero. Such a possibility has been the cause of considerable experimentation with ballot form by Ohio legislators in an endeavor to save the state when the rival party seemed destined to win a presidential majority, or, on the other hand, to "ride in on the coat tails" of a successful presidential aspirant.

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As long ago as 1915 the consolidated ballot, which contained the names of presidential, state and local candidates, was made legal through legislative action. A Republican representative from Hamilton County sponsored the bill, which Republican Governor Willis signed. This law replaced a measure of 1913 which had separated the presidential from the state ballot but had never been put into use.

This change in ballot form, however, did not benefit its Republican authors. In 1916, with war threatening the country, Wilson's candidacy was vigorously pushed. As a result the Democrats carried Ohio for Wilson and for Cox as governor. More than a million people voted, yet Wilson had a plurality of only ninety thousand. Cox, running on the same ballot, in the same party column, won the governorship by a mere 6,600 plurality. Did Wilson pull Cox in?

Whatever the effect of the united ballot in Democratic success it did not stay long on the statute books. In 1917 Governor Cox approved a bill which provided a separate ballot for the choice of presidential electors, removing it from the state and local ballot. Perhaps he anticipated a Republican landslide in 1920 and hoped that his party could carry the state ticket, if not the national election.

When the new plan went into

effect in 1920 Cox, himself, was running for the presidency. Probably he could not have won with any form of ballot, but the divergence in votes is of interest. The enfranchisement of women in August of that year increased the total votes to more than two million. Warren G. Harding received over a million, one hundred thousand votes. Cox trailed him by nearly half a million. Democratic Vic Donahey had entered the race for governor and, although he lost, his rival, Republican Harry Davis, took the office with a plurality of only 120,000. In other words, Donahey ran way ahead of the Democratic vote cast for the presidency. Many analysts concluded that this resulted from the change in ballot form which offered the voter the opportunity to separate his choices and give attention to each candidacy.

Four years later came the most outstanding example of independent voting that Ohio has even seen. The total presidential vote was slightly less than in 1920, with the LaFollette ticket taking 12 per cent of the ballots cast. Coolidge easily secured the Ohio electors, running almost seven hundred thousand votes ahead of the Democratic candidate, John W. Davis. Donahey was already in the governor's chair, eager for re-election, running against his opponent of four years ago, Republican candidate Harry Davis. The voters liked Donahey, if action may be taken for approval, for they put him back into office by a plurality of 176,842 votes. Could he have offset Coolidge's popularity with the consolidated ballot?

In 1928 came the Hoover landslide. More than two and a half million voters went to the polls. According to their verdict Al Smith trailed Hoover by more than three-quarters of a million votes. The Republican governor, Myers Y. Cooper, was running to succeed himself against Martin L. Davey, the Democratic nominee. Although Cooper won, his plurality was only 248,787. He ran a half million votes behind Hoover, while Davey ran almost a quarter of a million votes ahead of Smith. Here was another example of independent voting.

#### Back to Consolidated Ballot

In the light of these results it was natural for the Republicans to reinstate the consolidated ballot for use in presidential election years. Such a law was signed by Governor Cooper in April 1929. National crisis had engulfed the country, however, before the first application of this act. A great shift in votes seemed inevitable. The presidential vote increased slightly over the two and a half millions of 1928, and Roosevelt won by a plurality of less than a hundred thousand. Democratic Governor White, however, seeking re-election, was the winner by more than two hundred thousand votes over David Ingalls, the Republican aspirant. One may well ask whether White pulled Roosevelt in, for it was possible that with a separate presidential ballot Hoover might have carried Ohio.

Crisis conditions were still prevalent in 1936 and the voters seemed to wish no change in leadership. More than three million voted for

president. The third party movement, with Lemke as leader, took only 4 per cent of the total votes. Landon was not without friends, for over a million people voted for him, but Roosevelt won with a plurality of about six hundred thousand. Davey, Democrat, who had been elected governor in 1934, was running for a second term against John W. Bricker. The Democratic candidate won by a plurality of 126,000 votes. It seemed that on a single ballot the President's popularity had saved the office for Davey.

#### The Pendulum Swings Again

Although the Republicans had been responsible for uniting the ballots in 1929, they suffered defeat in both elections held under the consolidated form. It was not surprising, therefore, to find Governor Bricker, who won in 1938, issuing a call for a special session of the Ohio legislature to enact ballot reforms. Even though a separation of the state and presidential ballots was a tacit admission of weakness in Ohio, it was done, and in June 1940 Bricker signed the bill which was intended to save the state for his party in the November election.

As had been anticipated, in November 1940 Roosevelt and Wallace received Ohio's 26 electoral votes. The Republicans, however, re-elected their candidate for governor, John W. Bricker, who ran against Martin L. Davey. Harold Burton, Republican aspirant for the United States Senate, defeated John McSweeney, Democrat. In the selection of two congressmen-at-large, each party won a single seat. George

H. Bender, Cleveland Republican, and Stephen M. Young, Democrat, defeated Francis Durbin and L. L. Marshall. The 22 district representatives to the United States Congress were also evenly divided—eleven Republicans, eleven Democrats. Obviously a number of Republicans did not "ride in on Bricker's coat tails." In the election three and a third million votes were cast, Bricker's plurality was over a third of a million, Roosevelt received a plurality of 146,366. The Roosevelt-Wallace ticket carried in eight urban counties which were listed in the Bricker column. In these areas which included over a million and a third of the voters (1,390,363) the president's plurality was 220,000 while Bricker, in the same counties, won by 124,000. The use of separate ballots was undoubtedly an important factor in obtaining these results.

The three remaining urban counties show marked contrasts, although both presidential and gubernatorial choices were made within the same party. Hamilton County's three hundred thousand voters, largely from the Republican stronghold of Cincinnati, gave Bricker a plurality of 68,727; Willkie, on the other hand, won by only 5,826 votes. Mahoning County and the steel center of Youngstown, with ballots which totaled 154,353, gave Davey 8,945 more votes than were cast for Bricker, yet piled up a plurality of 38,945 for Roosevelt. In neighboring Trumbull County, also a steel center, (total votes, 59,641) Roosevelt had a plurality of four votes to one for Davey—4,329 to 1,372.

It should be added, however, that in 69 of the 88 Ohio counties the choices for president and governor were found in the same party column, even though the voter was encouraged by separate ballots to make an independent choice. The city dweller evidently decided the 1940 outcome.

### Some Independent Voting

The election of 1944, held during war with many Ohioans away from home, saw 3,153,056 civilian ballots cast. The same pattern of independence was followed as that of 1940, although the results were reversed. Last November the Ohio electorate gave its majority to the Dewey-Bricker ticket, while selecting Frank J. Lausche, Democratic mayor of Cleveland, as governor. Robert A. Taft was re-elected to the United States Senate, defeating Democratic William G. Pickrel. Congressman-at-large George H. Bender easily defeated William Glass, Democratic aspirant. (In the 1940 reapportionment Ohio lost one representative.) Only six Democrats were included among the 22 district representatives who were elected to the national Congress. Lausche's popularity did not carry all of his fellow Democrats into office with him.

The pluralities of 1944 were smaller than those of 1940. Even though Ohio's John W. Bricker was vice-presidential candidate, the Dewey ticket won by only 11,430 votes. Bender's plurality was 179,579 over his opponent in the race for congressman-at-large. Lausche, on the opposition side, came out with 112,359 more votes than were cast for his

opponent, Cincinnati's Republican Mayor James Garfield Stewart. With a united ballot the Republicans might well have overcome Lausche's lead, though there is a temptation to wonder if the consolidated form of ballot might have saved the state for the Roosevelt-Truman ticket.

Further analysis shows that in 82 counties the voters supported candidates of the same party for president and governor. Roosevelt and Lausche carried thirteen of them. (Lausche also won in five more counties which were in the Dewey column.) The urban centers were loyal to Cleveland's Democratic mayor. Nine of them, containing 43 per cent of the voters, were listed in the Democratic column. Stewart carried only two urban counties, Hamilton, his home locality, and Franklin, where the capital city, Columbus, is situated. Only one urban county split its vote between president and governor, Lucas (Toledo). With a total of 155,731 ballots recorded, Dewey won by 1,138, while Lausche piled up a plurality of 11,407.

It is interesting to note that in Cleveland and Cuyahoga County where more than half a million voters participated (548,493), the mayor secured a plurality of 182,156 while the Roosevelt-Truman lead was only 112,835 over Dewey and Bricker. In Hamilton County, which had supported Bricker so enthusiastically in 1940, the voters gave Cincinnati's mayor a four-to-one preference over the Republican presidential and vice-presidential candidates (46,331 for Stewart to 10,490 plurality for Dewey-Bricker).

Political leaders will seek to secure stronger discipline and more certain success, while political reformers will endeavor to increase the possibilities of free choice by the voters. Regardless of the ballot form, however, Ohio's performance for 30 years points to considerable party loyalty, yet the split tickets cast in urban areas make the outcome highly unpredictable.

### VETERANS PREFERRED, UNLIMITED

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ans' organizations. Taking all this into account, what sort of legislative compromise should receive support; what in the long run would be fair to the veteran, to the public service and to the coming generation?

#### Alternative Plans

Several compromises suggest themselves: limiting the preference to veterans who have been disabled; giving the ex-soldier a substantial advantage upon entering the service on the assumption that he makes good on his own when it comes to competition for promotion; and, finally, recognizing that certain supervisory and professional positions must be filled on a strictly competi-

tive basis. Giving preference only to the disabled veterans would restrict the number of ex-soldiers receiving special treatment in both state and federal public services to a manageable number. Assuming that as much as a ten-point bonus were given it would still be possible for the exceptional person without a military record to find a way into government employment. If supervisory and professional positions were filled exclusively on a merit basis, open both to veteran and non-veteran, we could be assured that qualified persons were in control at the nerve centers of administration.

Attitudes toward the veteran have been confused. To some extent they have been engendered by the wish to compensate him for military service; from another aspect, they have represented the emotional reaction of war hysteria. Citizens will have to clarify their thinking on this question immediately, to participate in group action which will result in the defeat of legislation overthrowing all standards of recruitment, and to sponsor bills which, though recognizing our debt to the veterans of World War II, give some attention to the needs of the government service in postwar America.

# Jap Influence Fades Quickly

*After three years of Nipponese rule Filipinos take up reins where they left off in 1941; democratic processes restored to municipalities; new elections planned for near future.*

By LIEUTENANT SAMUEL J. ELDERSVELD\*

A PERIPATETIC political science student exploring the Philippine Archipelago is naturally curious about the forms and functions of the government with which he comes into contact. Since it has been possible to spend some time in the provinces of the Philippines, particularly in the municipality of Tolosa in the province of Leyte, some investigation could be made.

To secure entrée to such an investigation is not difficult. Although an abundance of ignorance prevails among our military personnel, excepting the Philippine Civil Affairs Units, Filipino officials and a gratifying percentage of the citizenry are abreast of the facts. They are more than willing to explain their system of government and do so proudly.<sup>1</sup>

Some time has been spent in each of five large provinces: Samar, Leyte, Panay, Palawan and Mindanao. By far the best opportunity for observation was in Leyte, where

the impact of Jap military rule has for the most part disappeared. Municipal government has been rejuvenated there to a much greater extent than anywhere else in the Philippines.

The commonwealth of the Philippines has a political architecture, from Manila down to the meanest *barrio* and *sitio*, which is clearly defined, imbued with democratic ideology, and apparently capable of working smoothly. Furthermore, the symbols, the grand idea, of the democracy which has been asked for are deeply imbedded in the national consciousness. When travelling USO shows appear and make a point of playing the Philippine national anthem the Filipino stands proudly. "Freedom," "independence" and "right"—these concepts have been engraved in large letters upon their minds. Though for many it is scarcely decipherable, the responsibilities of democracy are rapidly being realized in these municipalities.

Three fundamental questions arise about the prospects and operation of government in the Philippines: the nature and status of local government, the extent to which it was in abeyance under Japanese domination, and the relationship of local officials and American military personnel since the day of liberation.

To describe the framework of local government is relatively simple. Each province elects a provincial

\*Lieutenant Eldersveld is in the Philippine Islands as a Navy communications officer. He received his master's degree at the University of Michigan and was on the verge of completing his doctorate in political science when commissioned. The opinions expressed by Lieutenant Eldersveld are his own and in no way reflect those of the Navy.

<sup>1</sup>Due appreciation must be expressed here to Mr. Francisco Colasito, law graduate of the University of the Philippines and brother of the mayor of Tolosa, for his help in securing the information on which the greater part of this study is based.

governor and provincial board every three years. As will be seen these provincial organs exercise a direct influence on the municipalities. Each province is divided into municipalities, classified according to their incomes or revenues. These in turn are subdivided into *barrios* and *sitios*, somewhat similar to our boroughs. In the municipality proper the mayor, vice-mayor and a council of six are elected every three years. Thus, the processes of local government in the Philippines fit into the usual categories of thought with which students of the subject are familiar.

Tolosa, in the province of Leyte, is a municipality embracing approximately 35 square miles and 6,666 inhabitants, according to the 1939 census. Its population has swollen to almost twice that number since late 1944 because of the influx of natives from the hills and farm country. It is a fourth-class city, being financially less well off than many adjacent municipalities, especially those in other provinces. Its 35 square miles are divided into fourteen subdivisions, all under the direct administrative set-up in Tolosa proper.<sup>2</sup> The residential area is only ten square blocks of elementary roads and bamboo homes, with an imposing two-story municipal building on the periphery.

The last municipal election was held in Tolosa in the spring of 1940. A mayor, vice-mayor and six mem-

ber council were elected at that time. They returned in their official capacities in late 1944 by proclamations of General MacArthur and President Osmena, until new elections can be arranged.<sup>3</sup> The mayor, Caesario Colasito, has resided in Tolosa all his life and is well liked. He is permitted three terms of office of three years each.<sup>4</sup> This restriction of tenure is almost a fetish to Filipinos. Firmly rooted is the idea that no man should hold office in an executive capacity for too long a period—reaction to four hundred years of domination by Spanish dynasties.

#### Duties of Mayor

The mayor is the ruling figure in the community and a political boss in the real sense of the word. His salary is variable, both within his own municipality and as among the different municipalities, depending on the revenues in the municipal coffers. Similarly with the vice-mayor and the councillors, the latter receiving in Tolosa one peso (50 cents) per session. Since the council meets every two weeks in regular session this amounts to 26 pesos (\$13) a year.<sup>5</sup> The vice-mayor's duties are practically negligible, merely taking over the mayor's office in his absence.

The mayor appoints a municipal

<sup>2</sup>President Osmena is expected in the very near future to order a date for new elections. Until then officials in office prior to the Japanese occupation will continue their interrupted tenure.

<sup>3</sup>"After three terms, nine years, that is the end!" my informant Mr. Francisco Colasito assures me.

<sup>4</sup>Other municipalities in Leyte are wealthier and provide higher salaries for their mayor and councillors.

<sup>5</sup>Outside of Tolosa there are the *barrios* of San Roque, Telegrafo, Tanghas, San Vicente, Cannugsay, Capangihan, Malbog, Burac, Cantariuri, and Unilao. The three *sitios*, smaller in size, are Can-samke, Olot, and Opong.

secretary, a chief of police and ten *barrio* lieutenants who represent him in each of these constituencies. They serve without pay. There is a qualification in the appointment of these lieutenants. They are usually residents of the *barrio* and are, by usage, appointed with the advice and consent of the *barrio* people. Therefore, they are not exactly synonymous with our ward bosses.

The mayor deliberates with the council every two weeks and may call a special session any time. A plethora of feast days are celebrated continuously in these localities, ranging from George Washington's birthday to a local funeral. At these well attended festivities the mayor avails himself of his opportunity to make political capital in the round of general merriment.<sup>6</sup>

#### Judicial Set-up

The organization of the judiciary presents a most interesting angle of Philippine local government. The same man is known both as justice of the peace and as circuit judge. He is justice of the peace when he sits in adjudication of petty disputes in the municipality, and circuit judge while making his turn of his circuit in the province. But he is not permitted, it is interesting to note, to sit in judgment over a case in his own municipality.<sup>7</sup> This fea-

ture, the Filipino assures us, has been introduced to preserve the independence of mind and neutrality of approach of the judiciary. Furthermore, a judge's tenure of office depends on good behavior until he reaches the retirement age of 70 years. His salary is 900 pesos (\$450) a year.

On the other hand, the procedure by which the circuit judge is appointed leans away from independence and from dissociation of the judiciary from the other branches of the government. The circuit judge is appointed by the secretary of justice in Manila with the advice and consent of the representative to the National Assembly from his district. Here then the deliberative and adjudicative relationship violates our doctrine of separation of powers. The circuit judge presides in the municipality in cases involving misdemeanors committed against municipal ordinances and other violations whose maximum penalties are six months imprisonment or 600 pesos.<sup>8</sup>

A similar interesting deviation is the role of the municipal treasurer. Unlike the municipal secretary he is not appointed by the mayor. He is appointed by the provincial treasurer with the consent of the secretary of finance in Manila, to whom the pro-

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vince of Leyte was reorganized, Mr. Colasito was disqualified as justice of the peace because of his residence in Tolosa.

<sup>8</sup>The remainder of the Philippine judicial hierarchy conforms to a pattern with which we are familiar: Appellate court in the province, in Manila, and the Supreme Court of eleven members, sitting either *in banc* or in two separate sections.

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<sup>6</sup>The Philippines now have woman suffrage; so, all who are 21 and can read and write may vote. Party distinctions do not enter vitally into municipal elections. There are, however, two strong parties: *Nacionalista*, which is the majority party; Democrat, the minority party.

<sup>7</sup>In 1937 when the judiciary in the

vincial treasurer is directly responsible and from whom he in turn receives his appointment. Furthermore, the municipal treasurer alone appoints the assistants directly under him. This innovation, the separation of finance from executive control, has worked out well in practice—a reminder of colonial experience in America with executive control of finance and a reaction no doubt to Spanish rule. Tolosa's income is not considerable, being raised by licenses, cock-fights, head taxes and a property tax. Yet it is amply provided that its money shall not be the plaything of the chief magistrate.<sup>9</sup>

#### Under Jap Rule

During the period of Japanese occupation the personnel and functions of local government were sharply curtailed. In most municipalities the mayor was permitted to remain in office, subject of course to a complete dominance by the "protectors." The other organs of government were liquidated; in some instances even mayors were removed and supplanted. This was not, however, the customary practice, especially in areas where there occurred little resistance to the occupation. For over three years the operation of democratic processes was extin-

guished. That it was not forgotten is evidenced by the immediate response of the Philippine people to the provision for self-government in the late months of 1944. The democratic urge rose again spontaneously, and the people are eagerly retracing their steps.

In sharp contrast to the Japanese policy is the attitude of our military officials. We have been most lenient, restoring local democratic processes to as near normalcy as military expediency would permit, and almost at once. Today in Tolosa no Filipino can be arrested by U. S. military personnel nor arraigned in a military court. Complete autonomy exists in this as in most other aspects of local government, much to the appreciation of the natives.

The U. S. Army has an organ which assists in reorganizing local government. Throughout the Philippines are the Philippine Civil Affairs Units, made up of some ten officers and 40 enlisted men. These units have been trained specially for this duty and came in on D-day or soon thereafter. They made contact with local authorities, set up the government on the pre-Jap basis of 1940, cleaned up the town, repaired destroyed buildings and organized labor battalions. None of this was forced labor. It is paid three and four times as much as the amount the Japs were accustomed to pay their forced Filipino labor.<sup>10</sup> These units have done an admirable job.

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<sup>9</sup>Tolosa's revenue is expended on a meager number of municipal services: police, salaries of officials, expenses of education in the local grammar school and public improvements. Quite impoverished by the Jap interlude, the large body of natives are issued rations by the PCAU unit. Health policies are largely dictated by the military. The people are slowly returning to fishing, their rice fields, and former means of livelihood, not a few being previously well-to-do.

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<sup>10</sup>A common Filipino laborer receives today one peso and 75 centavos, a skilled laborer two pesos and 25 centavos. Under the Japs they were fortunate if they received 25 or 30 centavos, or perhaps a bag of rice.

The advanced stage which democratic principles have reached in the local government of the Philippines is startling to one who comes to the subject as a neophyte. It cannot be denied that the Filipinos have done creditably thus far in schooling themselves for self-government. They have a past of tyrannical traditionalisms which still, in the political sphere, rankle in their breasts and which they have taken great measures to overcome. The striking parallels and the significant innova-

tions, local ingenuities in the functioning of their government, are interesting to note. In the realm of things spiritual they adhere to their Spanish past; in things temporal they are certainly rid of that Hispanic influence. When asked what the attitude of his countrymen was on "independence," my friend Mr. Colasito said: "The people want independence this year, just like a bird in a gilded cage. How golden the cage may be, yet it yearns to be free to fly in the air."

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### Manager System for Counties

A former Maricopa County official, now serving time for malfeasance in office, at his trial pleaded he was wholly unqualified to perform the duties of his office. Under the manager plan this could not have happened because jobs requiring special training are appointive and applicants must have the necessary qualifications to be considered.

The National Municipal League, a non-profit public service organization whose officers, directors and members read like a list of the most important persons in the nation, undertakes to be of aid to communities wishing to improve their manner of operation and is an advocate of the county manager plan.

County government, it is reasonable to believe, could be made more satisfactory if proper authority were vested in a qualified executive, who would then be held responsible for results.

—*Phoenix* (Arizona) *Republic*

# 'Plan E' Succeeds in Cambridge

*Report on the first three years of manager government in Massachusetts city points to lessening of political rule, increased efficiency, as well as tax and debt reduction.*

By **BERTRAM B. JOHANSSON\***

**T**WO radically different concepts of municipal government are functioning today on either side of the wind-rippled Charles. Symbolically speaking, far more than a placid, bridged river separates the two political beliefs.

To put it mildly, the departure of Cambridge's city manager system of administration from Boston's too commonly accepted practices of political patronage and departmental waste is revolutionary.

In the three years since John B. Atkinson was selected as city manager by the City Council, Cambridge has accomplished a great deal as a municipality. It has thrown off much of the excessive costs of contractor-hired services, made a spectacular \$10.40 reduction in its tax rate to 1945 level of \$35.90, reduced its total budget nearly \$1,500,000, and virtually eliminated wastage in city buying.

It was partly accomplished by instituting a systematized purchasing department in place of one which lacked any system. Purchasing is a

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\*At the time he wrote this article Mr. Johansson, who is now in the Army, was staff writer for the *Christian Science Monitor*. After serving as an instructor at the University of Iowa, he entered the newspaper field, his experience there including a tour of duty with the Associated Press at Trenton, New Jersey, and the city editorship of the *Iowa City Press-Citizen*.

EDITOR'S NOTE.—The article above is reprinted from the *Christian Science Monitor* of April 7, 1945, with tax and debt figures brought up to date.

large item in any municipal budget, as it is for the housewife. In Cambridge it takes up about one-third of the average annual \$8,500,000 budget.

Take one little item in purchasing, typical and very telling. A certain type of pill which cost the city five cents in 1941 when bought from a Cambridge retailer by the dozen—not even in gross lots—today is bought by the city for 1½ cents apiece. Since the city buys 100,000 of these each year it pays \$1,500 today as against a former \$5,000. There are hundreds of such instances.

Both cities aim to provide the maximum of city services—police and fire protection, street, hospital, sewer and water services—but the manner of their provision is what makes all the difference. The parting of the ways comes in their respective attitudes toward contractor-hired services. Boston feels it must use contractors. Since the city manager has come to Cambridge, contractor work has been eliminated in the repairing and laying of streets and maintenance of buildings.

## **Snow Removal Differences**

What has it meant to Cambridge to do its own work rather than to contract it out? Snow removal costs since January 1, including the purchase of new equipment, averaged \$120 a mile this year as against Boston's \$1,045. It must be said of Boston, however, that 96 miles of

downtown business streets had to have all snow removed from them. But a large proportion of the work was done by contractors, and with a large share of hand labor instead of machines. Boston Public Works Department officials claim, on the other hand, that downtown Boston was freer from snow after a severe blizzard than Central Square in Cambridge.

While Boston's garbage and ash removal costs trebled between 1941 and this year—soaring from \$415,248 to a contracted \$1,120,000—Cambridge purchased eighteen new collection trucks, decreased expenses \$18,000, increased garbage income about \$25,000. It may be argued that Boston, because of its size, couldn't or can't collect its own garbage. But New York City's Department of Sanitation collects all garbage and disposes of it, and with a tax rate of \$30.34 in 1943.

Cambridge resurfaces its own bituminous concrete streets now with its own spreaders and own crews for 60 cents a square yard, according to City Manager Atkinson. The Boston Public Works Department can hardly believe this. Formerly Cambridge paid contractors \$1.25 to \$2.50 a square yard.

#### Assessments Stable

Tax and assessing practices differ. It is frequently pointed out that while Boston's tax rate in the war years, 1941-44, hovering sluggishly between \$41 and a questioned \$39.90, that of Cambridge was reduced \$10.40 [by 1945] under the city manager, along with a parallel 55 per cent retirement of funded

debt and no borrowing in the last three and a half years.

While assessments on some of the larger Boston business properties were hiked up in 1944, on the basis of increased business yields, not a single large assessment has been increased in Cambridge, according to the assessor's office.

As a result, Cambridge industry, which boasts the largest soap and candy producing center in the world, has profited. The \$8.40 tax reduction in 1944 meant an \$81,480 saving for the Cambridge Gas and Electric Light Company on its \$9,700,000 real and personal properties, compared with what it had to pay in 1941. Lever Brothers saved approximately \$27,000; Simplex Wire and Cable Company, \$12,000. So on down the line, proportionately, to the home owner who last year saved from \$30 up to several hundred dollars, compared with his 1941 real estate tax. In Boston, to take one instance, the assessment on the North Station property was jumped \$1,000,000. The official reason: compensation for a lowered assessment during the depression.

#### Personal Property Tax

Then there was the matter of the personal property tax. Many persons, "particularly those with political connections," as the city manager put it, rarely had to pay it. Looking into the subject, Cambridge increased assessable personal property \$3,448,000 and brought in an increased revenue of \$125,770. It meant at least a \$1 reduction in the tax rate.

For years, says Manager Atkinson, "anybody who knew anyone"

did not have to pay taxes. "We have insisted on payment," the manager said, "and while it has been a painful process, most of our old bills are paid up. But we also had to pay out an inherited \$200,000 worth of bills and another \$50,000 to other cities and towns."

The city manager inherited a tremendous amount of undeclared tax abatements from 1941. Since taxes have been reduced and word has gone out that abatements are not easily come by officials have reduced them to such an extent that \$157,000 was saved in 1944—equal to a \$2 reduction in the tax rate.

Other towns and cities have had to pay their bills to Cambridge for welfare services rendered—a sum of \$65,065 in 1943—another dollar in the tax rate. Income from the hospital has increased from \$121,000 to \$260,000. By making slight changes in the City Tuberculosis Hospital the city was able to qualify for a state subsidy of \$47,000.

#### **Maintenance Triumphs**

The city's own maintenance crew, which can be shifted from one department to another and which is now painting the City Hospital, last year painted an office for \$58. Three years ago, when done over by a con-

tractor, the same office cost \$288, and with an inferior paint.

The politicians continue to grumble about the manager's economies and Plan E in general, but the tax rate continues to decrease. With a competent city manager in the saddle, it looks as if Plan E is in to stay for awhile in Cambridge.

The change in attitude toward the expenditure of municipal finances has come because under Plan E a new alignment or assignment of municipal authority and responsibility is permitted. Both the city manager and mayor are elected by the City Council. The mayor is a member of the Council and School Committee [both bodies elected by the Hare system of proportional representation] and represents the city at various functions, but it is the manager who handles finances. Since the political relationships are changed, sweeping reforms can be made. The manager has complete appointive powers, but the Council can throw him out at will, with good, specified reason, of course.

Although the city manager-council system as it is working in Cambridge keeps the injurious effects of political maneuvering down to a minimum, it has failed to eliminate entirely the "grandstand play" of some of the councilors.

# News in Review

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## City, State and Nation

*Edited by H. M. Olmsted*

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### States and Cities Foster Urban Redevelopment

#### *Large Provision Made for Action by Private Groups*

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AT LEAST eleven states so far this year have added to their statutes legislation empowering municipalities to condemn land for rehabilitation of blighted areas and to redevelop these by various means. Several large cities have taken specific action under such laws adopted this year or previously.

One of the most recent states to act was California, which has adopted a "community redevelopment act," recommended by the State Reconstruction and Reemployment Commission, inasmuch as the problem of blighted areas has become acute with the large increase in urban population. The act gives the legislative body of a community authority to adopt ordinances, by a two-thirds vote, designating one or more "blighted areas" either upon the initiative of the body or through petition by an individual or a group of citizens. Through the city's planning commission a redevelopment plan may then be adopted.

To carry this out there is established a redevelopment agency consisting of five citizens, appointed by the mayor of a city or chairman of a board of county supervisors. The agency is given authority to assemble property within the designated area through purchase, lease, gift or grant, and may acquire all or part of the area by eminent domain. Any plan for lease or sale of the property for development by private enterprise must be pre-

sented before any action is started by the city or county.

Cities taking definite steps toward rehabilitating blighted areas include New York, Philadelphia, St. Louis, Detroit, Minneapolis, Dallas and Memphis, according to the National Association of Housing Officials. Outstanding is the much discussed Stuyvesant Town project in the borough of Manhattan in New York, planned and financed by the Metropolitan Life Insurance Company under state legislation. Actual demolition of existing structures at the site has been held up by difficulties in relocating the present residents and businesses. The Metropolitan is also proposing another Manhattan housing project, in the predominantly Negro section of Harlem.

New York savings banks have announced plans to build two postwar redevelopment projects—one in Harlem, under the 1943 state redevelopment companies law, and one in Brooklyn, under the Desmond-Mitchell act passed this spring, which permits cities to condemn land for private redevelopment.

The Harlem development, for 1,500 families, is to be insured by the Federal Housing Agency. Ten-year tax exemption will be granted on the value of the improvements and, under the terms of the law, maximum rentals will average \$12.50 a room per month.

The Brooklyn project is part of a plan for rehabilitating the downtown section of that borough.<sup>1</sup> Several savings banks will join to form a housing corporation to construct the 1,000-family project. The city is to assemble the necessary land, clear and re-plan it, and sell it to the new corporation. No tax-exemption privileges are

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<sup>1</sup>See "Can We Rebuild Our Cities," J. D. McGoldrick, the REVIEW, Jan. 1945.

involved and neither rents nor investment returns will be limited.

Members of the Philadelphia City Council and the City Planning Commission have drafted an ordinance to create an urban redevelopment authority under terms of enabling legislation passed recently by the Pennsylvania legislature, which also has adopted a law permitting insurance companies to invest in slum clearance projects.

Detroit is considering proposals for redeveloping blighted areas. In St. Louis a three-member anti-slum commission has begun to work out an over-all program for urban redevelopment and slum clearance, coordinating plans for public and private agencies toward these ends.

The Minneapolis City Planning Commission has been designated as the Urban Redevelopment Commission for the city and, under the terms of the Minnesota neighborhood redevelopment corporation law, it will supervise all redevelopment projects. Representatives of building and contracting firms, savings and loan, insurance and other investment companies were invited to a meeting in September to discuss the "most feasible methods of combining municipal powers of eminent domain with the use of private capital to replace existing slum areas with modern housing developments." The Minnesota law, adopted this year, does not authorize public financial participation in such projects.

The mayor of Dallas announced plans to set up an anti-slum commission for that city. A test case may determine whether the Dallas Housing Authority may sell for private development the property it acquires through condemnation.

The Urban Redevelopment Association of Memphis has met to implement provisions of the Tennessee urban redevelopment law, which authorizes

local housing authorities to assemble sites for private redevelopment.

### Types of Legislation

The Urban Land Institute has analyzed state urban redevelopment enabling acts, dividing them into three categories: those fostering private redevelopment corporations, those making the public housing authority the redevelopment agency, and those establishing a redevelopment agency as an arm of the local government. The last group has been expanding. Colorado, Indiana and Pennsylvania legislatures having passed such legislation this year, according to the American Society of Planning Officials, in addition to California. The American Municipal Association lists nine states in this category, including Alabama, Connecticut, Illinois, Maryland and Michigan in addition to the four just mentioned.

Ten states have laws encouraging private investment in redevelopment projects and four have made redevelopment agencies of the local housing authorities, according to the AMA. Some of the ten duplicate certain of the nine states in the previous group, as will be seen from the following list of the Urban Land Institute: Illinois, Indiana, Kansas, Kentucky, Michigan, Minnesota, Missouri, New Jersey, New York and Wisconsin. Minnesota adopted its law this year. In this group the power of condemnation is either given to the redevelopment corporation (Illinois, Kansas, Missouri, Indiana) or is exercised by the municipality in behalf of the corporation. Partial tax relief and limitation of dividends are also usual features of this type of legislation.

Arkansas and Tennessee this year adopted statutes making the local housing authority the redevelopment agency.

Stimulation of urban redevelopment has been proposed to Congress in the

controversial Wagner-Ellender bill, which would extend federal credit to municipalities in the form of loans, and under certain circumstances make outright grants, for redevelopment of blighted areas, and also largely increase federal aid to municipal housing agencies.

### ***Council-Manager Plan Developments***

A petition that had been filed with the city council of **Schenectady, New York**, to abandon the manager plan, was declared insufficient and illegal by Justice Daniel F. Imrie on August 23. The petition was filed by the so-called People's League for Government—American Style; its validity was questioned in a taxpayer's suit.

The New Jersey Taxpayers Association has proposed that **Atlantic City** should have a city manager in the interests of efficient and economical government that would make it unnecessary to impose a sales tax permitted under a state enabling act.

A referendum on September 4 in **Sheffield, Alabama**, (at Muscle Shoals) on the question of abandonment of commission government to make way for the council-manager plan resulted in 460 votes to retain the present commission plan, against 355 votes to abandon it. Neither side had newspaper support.

In a light vote on September 17 **Dothan, Alabama**, rejected a council-manager proposal, 660 to 242.

At the election on November 6 the citizens of **Key West, Florida**, will elect a new commission, or council, of five members under the new council-manager charter. The Charter Committee will present a slate of candidates.

In **Charleston, West Virginia**, the *Daily Mail* is advocating a change to council-manager government under the home rule law.

**Osborn, Ohio**, will vote November 6 on adoption of the council-manager plan. The *Osborn-Fairfield Herald* is aiding in the campaign by publication of feature articles on the plan.

The Chamber of Commerce and League of Women Voters in **Belleville, Illinois**, are cooperating in investigating the possibility of a change to the manager plan in that city.

Interest in the manager plan is being shown in **Moorhead, Minnesota**, in connection with contemplated charter changes.

The Junior Chamber of Commerce of **Fairbanks, Alaska**, has determined to promote the council-manager plan for that city.

The International City Managers' Association has decided to postpone its annual conference to 1946. In addition to travel and hotel difficulties a poll of the membership indicated that most of the managers could not leave their cities at the present time.

### ***Tampa Changes Set-up for City Council***

At an election on July 31 citizens of Tampa, Florida, voted nearly two to one for a charter change approved by the state legislature, abolishing the twelve-member board of aldermen, elected by districts, and authorizing a city council of seven members, each from one of the seven districts but all voted on by the entire city.<sup>1</sup> A proposal for a city manager, previously discussed, has been dropped for the present. Real proportional representation has apparently not been given important consideration. The vote on the charter change was 11,586 to 5,969, exclusive of absentee ballots. The sum of these figures, 17,555, is 75 per cent of the total registration, 23,293, and is

<sup>1</sup>See items in this department in April, p. 180, and July, p. 341.

said to be the largest vote ever cast in a Tampa charter election. The amendment is characterized as the first major change in the form of government for eighteen years. It was sponsored by the Better Government League, an organization of civic groups.

On September 4 the primary election for the new council was held. The vote was light, being less than 12,500. Two candidates who were sponsored by the Better Government League received majorities and were elected. A run-off primary was held on September 18 for the other five vacancies, at which the two top candidates in each district were voted on, city-wide.

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### ***California City Serves Meals in Emergency***

When the thirteen restaurants of Auburn, California, shut up shop (on August 1) the officials of that municipality of 4,000 met the situation by opening a community kitchen and serving three meals a day. As reported in *Western City* for August, hundreds of packers and pickers for the seasonal fruit industry had arrived in town, and the restaurants claimed they could not operate without a subsidy of ration points, which was refused by the Office of Price Administration. Points were issued to the city by the OPA, estimated for 100,000 meals over a 60-day period. Memorial Hall was utilized and volunteer women workers assisted. Prices were 25 cents for breakfast, 50 cents for lunch and 60 cents for dinner.

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### ***Regional Institutes in New York***

A series of regional institutes in various parts of New York State will be held in October, November and December by the New York State Conference of Mayors and affiliated or co-operating groups or agencies. As the conference cancelled its 1945 annual

meeting and recent events and legislative proposals add to the problems for consideration by municipal officials, the institutes are considered to be of unusual importance and a good attendance is anticipated.

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### ***Regional Planning Conference to be Held at M. I. T.***

The ninth annual Conference on City and Regional Planning, sponsored by the Massachusetts Institute of Technology and the American Society of Planning Officials, will be held at the Institute, in Cambridge, from October 22 to November 2. It will be open to men and women who have had practical experience in such planning or related professional fields, including planning technicians, members of state or municipal planning commissions and housing authorities, and staff members of engineering or public works departments.

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### ***Federal-State-Local Cooperation for Texas Highways***

Completed plans for highway routes through sixteen cities in various parts of Texas have resulted from cooperation between city and county governments, the Urban Planning Division of the Texas Highway Department and the Public Roads Administration; and according to the International City Managers' Association, construction plans are now under way in eight of these cities under the federal-state-local plan as provided in the Federal Highway Act of 1944.

Each city started plans for the highways by analyzing information supplied by municipal officials on retail, wholesale and industrial areas; residential zones by house and lot valuation; apartment districts; and all physical plants such as schools, parks, playgrounds, institutions and churches. Traffic data were also secured.

Preliminary plans for routes were

then prepared and meetings were held with planning boards and with city and county officials. Municipal officials contributed suggestions to a preliminary plan for routes which were reviewed by the director of urban planning of the State Highway Department and then submitted to the state highway engineer.

After the plans were approved the report was printed and copies were sent to city and county officials and to the Federal Roads Administration.

When the final report was approved and published, municipal officials met with the Highway Department to select projects by number and order of importance, to make commitments on funds available by the city and the state, and to make a recommendation to the Highway Commission which in turn makes the final decisions.

### **Massachusetts Provides for Intergovernmental Action**

In addition to the eight states that adopted laws this year fostering intergovernmental cooperation, as noted in the REVIEW in September (p. 404), Massachusetts has enacted a law authorizing cities, towns and certain districts to make agreements as to the performance of various public services. This legislation was based on recommendations of the Massachusetts Civic League. It enables local units of government to contract between themselves for many types of beneficial activities. An editorial of the *Boston Herald* comments: "About a hundred years late, Massachusetts has unfenced her towns. . . . This means that neighboring towns can get together for the common purchase of a powerful snow-plow, for the more efficient allocation of snow removal activities, for joint refuse disposal, for mosquito control, for sewage projects, for police radio service, for a consolidated library and so on."

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### **Researcher's Digest**

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## **Research Institute Analyzes Hartford Government**

### ***Considers City's Set-up Complex and Haphazard***

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HARTFORD'S governmental structure is like a home to which rooms are added haphazardly as the family increases and "few American cities have such a complex municipal organization," it is asserted by the **Hartford Governmental Research Association** in a report of a detailed study<sup>1</sup> prepared by its director, Leslie M. Gravlin.

"If the mayor of Hartford wanted to call a cabinet meeting he would have to provide seats in his public function room for at least 132 individuals," says Mr. Gravlin, labelling the set-up "Hartford's hydra-headed government." There are boards elected by the people, appointed by the mayor and by the council, self-perpetuating boards and ex-officio boards—over a score of them. Though the country's trend has been toward a short ballot, when Hartford voters go to the polls they are faced with the necessity of choosing 48 local officials.

The report, which classifies Hartford's government as the weak mayor type, describes the various forms now in use in this country: strong mayor, commission and council-manager.

Under the terms of a resolution passed by the Common Council Mayor Mortensen is to appoint a nine-man commission to draft a new charter for submission to the electorate in November 1946 and the state's general assembly in 1947.

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<sup>1</sup>*City Government in Hartford*, 12 pages.

In commenting editorially on the report the *Hartford Courant* had this to say: "No thoughtful person can look at the chart by the Governmental Research Institute without realizing that it is time for a change. This is not a case where pruning, patching or improvising can remedy the situation. It is a matter that calls for comprehensive reorganization after careful study."

### **Salaries and Tenure of Police Investigated**

Two important police problems — salary and tenure — are the subjects of new research studies. The **Baltimore Commission on Governmental Efficiency and Economy** has issued a thirteen-page mimeographed report on *Police Salaries in Baltimore and Other Large Cities*. The commission has investigated data for sixteen American cities of 450,000 or more population. The average of the five cities in Baltimore's more immediate population group — Cleveland, St. Louis, Boston, Pittsburgh and Washington — is emphasized for comparison of Baltimore with cities more nearly in its own class and condition. Data include representative police department salaries, police department turnover 1944, working conditions — hours on duty, rotation of shifts, vacation, rest days, overtime — sick leave regulations, allowance for uniform and equipment, labor union affiliation, promotion, retirement and pensions. An appendix gives the cost of living index for Baltimore and the other cities studied. The report makes no recommendations.

*Tenure of Police Chiefs under Definite and Indefinite Terms* (three pages), issued by the **Municipal League of Seattle for Governmental Research**, also looks into what other cities are doing. It reports the results of a questionnaire to twenty municipalities of a size comparable to Seattle and is a companion study to the League's *How*

*Shall Police Chief Be Appointed?* (four pages), issued several weeks earlier. The reports were made for use by the city's Freeholders Charter Commission, now in session, which has adopted a charter amendment providing that the mayor shall appoint a chief of police following a competitive examination under the mayor's supervision; that this appointment shall be ratified by the city council; and that the chief may be removed at any time by the mayor for cause.

### **Double Filing in Primary Elections**

One of the reports prepared at the request of California legislators by the **Bureau of Public Administration of the University of California** at Berkeley deals with *Double Filing in Primary Elections* (16 pages, 50 cents), prepared by Robert W. Binkley, Jr. Double filing, that is, the right to file as a candidate in the primary election of more than one party, is permitted in only four states of the 45 which have direct primary election laws—California, New York, Maine and Vermont.<sup>1</sup> In California, according to the study, the practice is extensive: "The 'double filing' provisions of the California Election Code were used by nine candidates for United States senator in the 1944 primary race, with the run-off general election being between a candidate from each major party. For congressman 55 candidates 'double filed' in all 23 congressional districts, only one candidate standing unopposed. Five nominees won the primaries in both major parties through 'cross filing'."

The author sums up arguments pro and con on the procedure and tabulates the provisions of the various states in an appendix.

<sup>1</sup>Massachusetts prohibits double filing only for statewide offices, i.e., filled by statewide vote, by requiring a party pledge. Double filing is not prohibited for other state offices.

## Ohio Enacts Mental Hygiene Program

The **Ohio Institute** has been actively concerned with the formulation and promotion of a program for mental hygiene, a substantial part of which was approved by the 1945 legislature. The program was based on a report made by the Committee on the Mental Program for Ohio appointed by former Governor Bricker. Its recommendations have been endorsed by Governor Lausche and Welfare Director Reams. Chief among the provisions enacted were appropriation of \$15,000,000 for new institutional facilities and \$3,360,000 for rehabilitation of existing structures; increased appropriations for current operation; small appropriations for family care of mental patients, for research and for preventive and educational work; psychopathic and mentally deficient offenders are now defined by law and facilities for their care are required; a system of state aid to public schools is established for operation of special classes for slow learning and otherwise handicapped children with an additional appropriation of \$249,000 to the Department of Education.

In all, sixteen of the 21 legislative recommendations of the committee were enacted into law.

### Postwar Institute

On July 27 and 28 the Western Division of the Pennsylvania Economy League held a staff institute to discuss postwar municipal problems. Meeting together were its own members and leaders in various specialized fields "not to start thinking about postwar municipal problems but to thresh the chaff from the wheat of several years of thinking." Municipal finance, overcentralization, juvenile delinquency, stream pollution, municipal authorities, urban decentralization and highways,

were among the subjects considered. Highlights of the conference have been published in *Postwar Municipal Problems, A Report of the League's Staff Institute* (seventeen pages).

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### "Bed Sheet" Ballots

Donald S. Hecock and the Volker Fellows of the School of Public Affairs and Social Work at Wayne University, Detroit, in *Election Without Representation* (ten pages) report on the task confronting the Detroit voter in his choice of the city's delegation to the Michigan House of Representatives. Every two years Detroit voters must select 21 legislative candidates from the city at large. The study is an attempt to reveal the extent to which the voter is able—or unable—to express so many choices intelligently. It concludes that "the voter's task is too complicated and exhausting," that "even the slate-makers are not able to find 21 candidates whom they will endorse." The report has been published by the National Training School for Public Service.

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### Government Handbooks

Two twelve-page handbooks, one on Hennepin County and the other on Minneapolis, have been prepared by Rudolph Lee and issued by the **Minneapolis Research Bureau**, an affiliate of the Minneapolis Civic Council. In each case names and addresses of local officials, boards and commissions are given, plus a resume of finances.

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### Summer Series

*Just a Moment*, issued by the **Buffalo Municipal Research Bureau**, published a summer series of six stories on the government of Buffalo. The articles have attempted to give an over-all picture of the city's affairs rather than to describe individual departments or agencies.

## Citizen Action

*Edited by Elsie S. Parker*

### Looking Toward the Peace

#### ***Citizen Groups Lay Plans for Community Betterment***

**M**INDFUL that peace brings responsibilities as great as those of war, voters are turning their attention to plans for constructive community development.

On August 10, as millions of Americans waited for news on the Japanese surrender, 75 California civic leaders met at Stanford University for a ten-day "workshop on community leadership." This workshop, a forum for the free exchange of ideas and information supported by a grant from Columbia Foundation, was the first of its kind to be held at a western university. Twenty-eight communities, large and small, were represented. Professors Ernest R. Hilgard and I. James Quillen, of Stanford, directed the studies.

At the morning sessions participants divided into five special groups: community planning for youth welfare; health, education and recreation; over-all community planning and housing; interracial and intercultural relations; and reconversion and full employment, with emphasis on returning veterans. Afternoon programs ranged from informal discussions and workshop teas to field trips and moving pictures. Each evening Dr. Louis Wirth, professor of sociology at the University of Chicago, spoke.

Each group made specific recommendations which workshop participants have carried back to their own communities to use as a guide in peacetime planning.

#### **San Francisco Citizen Plans**

The **Citizens' Postwar Planning Committee of the City and County of San Francisco** has published *The Report of Subcommittee on Revenue and Taxation on Financing San Francisco's Postwar Public Improvement Program*. The subcommittee assembled and studied data from various sections of the country and interviewed local officials as well as representatives of civic and taxpaying groups and labor organizations. Its report makes specific recommendations for financing the various requirements of the city and county postwar program as set forth by the planning committee to Mayor LaPlham. Its total cost is estimated at \$177,000,000.

#### **Toledo Needs Slum Clearance**

Two leaflets issued by the **Toledo Chamber of Commerce** form a study in contrasts. The first, *This Is Toledo*, is a typical "sales" sheet—"to 300,000 people Toledo is a pleasant home and a busy workshop." It features photographs of the university, the museum of art, the zoo, business streets, industry, yachting on the lake. The second, *This Also Is Toledo*, is a realistic picture of the city's slums and a plea for their eradication as a postwar project. "Publicity in reverse," the chamber terms it. "Housing conditions in Toledo's slum or blighted areas may seem to be a sort of civic skeleton on which the closet door ought to be kept closed. . . . We think that the more enlightened view is to throw the strong light of publicity on these conditions . . . for the purpose of bringing about improvement," asserts the chamber.

#### **Indianapolis Uses Radio**

The **Indianapolis Chamber of Commerce** and the **Mayor's Postwar Planning Committee** are sponsoring jointly a series of radio broadcasts, "Quiz

Your Mayor," to bring about a better public understanding of plans for the city's postwar development. Mayor Robert H. Tyndall, subcommittee chairmen and members of the mayor's committee answer pertinent questions asked by the radio station's staff and members of the audience or addressed to the mayor or his committee by citizens and taxpayers. Local civic clubs and business organizations form the weekly studio audience.

### Suggestion for Los Angeles

*Citizen Support for Planning and Development*, by Charles W. Eliot, planning expert, is a publication of the **John Randolph Haynes and Dora Haynes Foundation**.<sup>1</sup> Mr. Eliot, who discusses his subject with special reference to Los Angeles, summarizes his findings on citizen organization for planning in various cities in these terms:

"1. That the planning and development of our cities and metropolitan areas reflect in large measure the degree and effectiveness of citizen organization and support of planning activities. The endurance and the increasing number of citizens' organizations for this purpose in all major cities of the country show the value and need for these efforts.

"2. That, however useful a multitude of citizens' agencies may be, there is need for some one group or combination of these separate units into a council, association, conference or committee which puts the idea of 'planning' forward as its principal concern.

"3. That this needed joint effort has been and can be successfully initiated from a variety of sources—official action of public bodies, the drive and public spirit of individuals or groups, the forces of business and enterprise,

particularly the public utilities and major industries—a combination of existing citizen organizations, newspapers and institutions or foundations.

"4. That these same forces are naturally the most likely to be willing and able to finance a joint effort to support planning and development. Among the cities which provided information on this score there are records of substantial appropriations of public funds, allocations from the Community Chest, contribution from local branches of the Committee for Economic Development, funds from banks, clearing houses, newspapers, industries, utilities, law firms, department stores, chambers of commerce, universities, foundations and, of course, public-spirited citizens, all both in large sums and as members' dues.

"5. That a full-time staff is needed and that, to get an adequate staff, assurance should be given for the continuation of the project and financial support for at least two years. That means a minimum for a small city of about \$10,000 a year plus contributed space and services, up to much larger sums according to the size of the city, the scope of the program, and the number of special projects involved.

"6. That a minimum program involves three types of activity:

"a. For organization, financing, and operation of the council with constant fostering of participating agencies.

"b. For public relations activities with a news-letter, press contacts, possibly radio programs and operation of a speakers bureau.

"c. For a research staff to develop new materials supplementing the efforts of public planning agencies."

### Women Voters

The **National League of Women Voters**, in its publication *Action*, warns that "successful planning cannot be

<sup>1</sup>Los Angeles, California, 12 pp., 10 cents. Reprinted from *Planning and Civic Comment*, June 1945.

done without citizen interest and support. Citizens should be in on it from the beginning and stay with it every step of the way. Only sustained public opinion will convert plans into brick and mortar, green grass and more satisfying ways of living and growing together. . . . Effective planning methods, financial aids and 'experts' are ready to help do the job. No more constructive local outlet for citizen energy exists today than practical planning for community improvement."

### ***Tale of Aladdin Smith and HIS Wonderful Lamp***

The "Arabian Nights" story below is taken from an attractively printed and illustrated leaflet published by the **Philadelphia Committee of Seventy**. EDITOR.

This is the Tale of Aladdin Smith and HIS wonderful LAMP.

Aladdin received this LAMP on his twenty-first birthday. It was a GIFT from his kind old UNCLE SAM.

Like a lot of his PALS, Aladdin was SHARP. He knew what the SCORE was. He knew all the ANSWERS.

So—when good old UNCLE SAM passed him the LAMP along with a lot of STUFF about the powerful GENI inside, and how to put this GENI to work, Aladdin just looked WISE and loosened up his sleeve for a good GUFFAW.

"No use hurting the OLD BOY'S feelings," he thought. "He probably still believes in SANTA CLAUS."

Aladdin soon forgot all about his LAMP and the GENI. He had a good JOB. He knew when to say YES and when to say NO. He MOVED in the right CIRCLES.

In other words, Aladdin displayed all the signs of becoming a SUCCESS.

In due time, Aladdin acquired a WIFE. And a HOME. And some LITTLE ONES. He was a SUBSTAN-

TIAL CITIZEN. And a TAXPAYER.

It was soon after this that Aladdin began to WONDER. He WONDERED why TAXES were so HIGH. He WONDERED where all the MONEY went.

So he joined the GRIPERS. They were a group of HEAVY THINKERS. They GRIPED about CONDITIONS.

This was DUCK SOUP for Aladdin. He FITTED IN. He became a FIRST CLASS GRIPER in no time. It was all very INSPIRING.

But one day Aladdin DISCOVERED that the GRIPERS never ACCOMPLISHED anything. TAXES were going HIGHER. CONDITIONS were TERRIBLE.

For the first time in his life Aladdin realized he didn't know the SCORE. He didn't know any ANSWERS.

Then he remembered his LAMP. And the GENI. And all the WONDERFUL things his UNCLE SAM had told him this pair could ACCOMPLISH.

So he HUNTED. And HUNTED. And finally found the LAMP in the attic covered with DUST. And COBWEBS. And then he realized he didn't know how to USE it.

Aladdin wished he had LISTENED when his UNCLE SAM was TALKING.

While he was CARELESSLY rubbing the DUST off the LAMP, there was a PUFF of SMOKE and out popped the GENI. Aladdin's EYES POPPED, too.

There were LOTS of things Aladdin wanted to INSTRUCT the GENI to do. To LOWER the TAX RATE. To FIRE the DRONES. And OTHER THINGS.

But he couldn't speak the right LANGUAGE.

The GENI just LAUGHED. And SNEERED. And DISAPPEARED. Leaving poor Aladdin with his EMPTY LAMP.

And TAXES went HIGHER. And the DRONES went on DRONING. And CONDITIONS were still TERRIBLE.

★

YOU may be a \*Smith or a \*Brown or a \*Jones. But your first name is Aladdin. You have a LAMP with a powerful and often dangerous GENI inside.

This LAMP is your right to VOTE. The DIVISION COMMITTEEMAN is your Political GENI. He has a power that extends through Ward, City, State and National politics until it influences even the election of the President.

Exactly how this power works, step by step, is described in this folder.

Whether the power of the DIVISION COMMITTEEMAN is used for good government or for selfish Party domination, is up to you.

\*Mr., Mrs. or Miss.

\* \* \*

#### YOUR DIVISION COMMITTEEMAN

When you elect your Division Committeeman, you are taking the first, and most important, step toward electing the President of the United States. This man is your first responsibility under the Party System of Government.

His job is to represent you and your neighbors in all party matters. He has to get out the vote for the candidates he supports.

Use the greatest care and consideration in selecting a Division Committeeman for, as your spokesman in the Party, he helps to choose

#### YOUR WARD LEADER

This man directs the political campaign in your ward and helps select candidates for council, magistrate and other public offices. When his party is in power, he probably has a good job on the public payroll. As a Ward

Leader, this man becomes a member of the

#### CITY COMMITTEE

This powerful group of 52 Ward Leaders controls most appointive jobs on the city and county payrolls. As a member of this group, your Ward Leader helps to determine party policy in the City Council. He has a hand in the selection of candidates for mayor, district attorney, county commissioners, receiver of taxes, sheriff and many state and federal offices. The City Committee names candidates for the

#### STATE COMMITTEE

This group controls state patronage and determines party policy in state government. It selects candidates to the United States Senate, for Governor, Attorney General, the Judiciary and other state-wide officials and also recommends candidates to the National Convention. This committee elects two members of the

#### NATIONAL COMMITTEE

This political body approves the party platform. Influences national policy. Suggests presidential appointments to Cabinet posts, Judiciary, Departments, Commissions, etc. It recommends to the National Convention presidential candidates suggested by State and City Committees and presents to the voters candidates to the

#### NATIONAL CONVENTION

This group adopts your party platform and nominates the party candidate for President. It also recommends candidates to the

#### ELECTORAL COLLEGE

These candidates are voted upon by the people and in turn elect the President of the United States.

CAN YOU afford to be careless about your VOTE? Can you refuse or neglect to use the wonderful LAMP you receive as a citizen of the United States?

Remember this: no matter what you do—or don't do—about your VOTE, you can't avoid responsibility for the kind of public officials who govern this country. The United States of America is the world's greatest Democracy. It is the best country to live in.

To use the power of your LAMP for good government, you must first learn to control the powerful GENI who is its servant. This GENI is your DIVISION COMMITTEEMAN.

Find out who he is. Where he lives. Get acquainted with him. See what he knows about important issues. Get his opinions on controversial subjects.

Do all these things—and when it is time to VOTE, you will know how to use your wonderful LAMP—how to control its powerful GENI—how to direct his influence for good government in city, state and national elections.

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### ***Civic Groups Question Local Candidates***

Three New York civic groups are quizzing candidates for office on matters of local government. Members of the **New York City League of Women Voters** are personally interviewing the 96 candidates who have filed petitions for election to the city council. Previous to the interview candidates receive by mail a questionnaire seeking their reaction on the five-cent fare, educational problems, establishment of a city youth commission, housing needs and industrial relations.

The **Citizens Union of New York City** has sent questionnaires on current city issues to all candidates for mayor, comptroller, borough president and council. Replies will be used by

the union's Committee on Local Candidates as part of the basis for its ratings of the candidates and non-partisan recommendations to be made public in October.

In **Long Beach, New York**, where P. R. will be used for the first time in the election of the city's council under its new manager charter, the local **Citizens Union** is asking candidates 24 questions on local governmental affairs. Many of the queries pertain to the installation of the manager plan, selection of a competent manager and sympathy with the plan and with proportional representation. Like the Citizens Union of New York City, the Long Beach group will issue a voters' directory presenting the qualifications of candidates for election to the city's governing body.

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### **Here and There**

#### **Citizen Publications**

With more than thirty years of practical experience behind him, C. S. Hunsinger, of Flat Rock, Ohio, rural coordinator for the **Rural-Urban Coordinating Council of Bellevue, Ohio, and Surrounding Townships**, has published a new and revised edition of *Rural-Urban Coordination*.<sup>1</sup> As its title implies, the booklet tells of the efforts of the citizens of Bellevue and its rural communities to work together to secure fire protection, library service and other public conveniences. It is divided into four sections: Rural-Urban Coordinating Council, Suburban Coordinating Council, A Public Committee for Unincorporated Villages and Accomplishing Rural Community Work. The price is fifty cents.

The **Boston Women's Municipal League Committees Incorporated** has issued a new edition of its *Boston Citizens' Handbook* (92 pp.), originally published in 1917. Prepared "for the

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<sup>1</sup>See the REVIEW for January 1942.

purpose of disseminating civic knowledge" the handbook contains information on the city's flag and seal, the city hall and state house; it outlines the city, county and state governments, and reproduces laws and regulations—federal, state and local—on citizenship, voting, public records, health, relief, building and housing, licenses, traffic, noise and smoke abatement, taxation and other pertinent subjects. Cost of the publication is one dollar.

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#### Citizenship Contests

A county-wide oratorical contest among high school students, engineered by the **Elizabethton, Tennessee, Civitan Club**, was climaxed with the awarding of five prizes of war bonds and stamps at a dinner served by the Parent-Teacher Association in the city's high school.

In **Springfield, Massachusetts**, the **Civitan Club** sponsored a citizenship essay contest among high school students. First prize, a \$25 war bond, went to a student writing on "How Springfield Promotes Good Citizenship." Second and third prizes were \$10 and \$4 in war stamps.

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#### Taxes, Finance

*The Wisconsin Taxpayer* has prepared and published a digest of important changes made in the tax laws of Wisconsin by the 1945 session of the legislature.

The **Civic Federation of Chicago** has published its "Twelfth Annual Study of Debts—Taxes—Assessments."

The **New Jersey Taxpayers Association** has resumed its annual publication of municipal financial statistics, suspended last year because of wartime printing difficulties. The new booklet sets forth tax rates and net valuations taxable for all municipalities in the state. Figures cover 1936, 1943, 1944 and 1945. Its cost is 25 cents.

### Proportional Representation

*Edited by George H. Hallett, Jr.*

(This department is successor to the Proportional Representation Review)

### Nine P. R. Elections and One Referendum

*Justice Harold Burton and P. R. The Movement in Australia*

NOVEMBER 6 will be an important day in the annals of P. R. in the United States. City council members will be elected by P. R. in New York, Cincinnati, Toledo, Cambridge, Lowell, Yonkers, Hamilton (Ohio), Long Beach (New York) and Boulder (Colorado). In Toledo a proposal to repeal P. R. will be decided by popular vote the same day.

New York City, along with its mayoralty contest, will elect councilmen by P. R. for the fifth time. The members from each of the five boroughs will be elected separately. Unless a recent charter amendment passed without referendum is attacked successfully in the courts, they will serve for four years instead of two as heretofore.

The suburban summer resort city of Long Beach, Long Island, will use P. R. for the first time. There will be seventeen candidates, including nominees of a strong Citizens' Non-Partisan Committee and the Democratic, Republican and American Labor party organizations. The councilmen elected will choose the city's first city manager in January.

Yonkers, another suburb of New York, will hold its fourth biennial P. R. election, with large issues at stake. The nonpartisan City Manager League elected three of the five councilmen at the last election but in a recent realignment lost one of its members to the Democratic minority, which is therefore now in control. The league and the Republican party are presenting a

coalition ticket against the Democrats. Pending the outcome of the Council election the city administration is under a temporary acting manager, the last manager having been dismissed, in spite of an enviable record, when the Democratic organization took over.<sup>1</sup>

The election in Cincinnati is being contested again by the Republican organization and the City Charter Committee, supported by independent Republicans and the Democratic organization. The Republicans now have five councilmen, the Charter Committee four.

Toledo, along with its sixth P. R. election of councilmen, will vote on a P. R. repealer for the third time. Previous attacks were repulsed by large majorities in 1935 and 1937. This year's proposal, curiously enough, is being sponsored by the local Political Action Committee and certain C. I. O. unions. National leaders of these organizations, generally favorable to P. R., have apparently had no influence on their local representatives. Local labor, which has fared well under P. R., will not be a unit in opposition and both local newspapers have come out against repeal. The repeal petition referred to in this department in May was withdrawn because of technical errors, but a new one was circulated and filed and has been found sufficient to require submission to the electorate. It proposes plurality election at large.

### ***New Supreme Court Justice and P. R.***

Justice Harold H. Burton, former mayor of Cleveland and United States Senator for Ohio, who has been appointed by President Truman to the United States Supreme Court, was the chairman of a charter commission which in 1935 submitted a proposed new charter based on the county man-

ager plan and proportional representation to the voters of Cuyahoga County, Ohio. The charter received a favorable majority of 166,181 to 146,306 in the county and almost the same majority in the city of Cleveland, which had repealed a similar city charter by a close vote in 1931.

The county charter never took effect because of a technical decision by the Ohio Supreme Court that it required a majority vote in each of a majority of the municipalities in the county, but the favorable popular verdict on it remains significant as the latest expression of the voters of Cleveland on the P. R.-manager plan.

Justice Burton first attained prominence in public life as an appointed member of the cabinets of City Managers William R. Hopkins and Daniel E. Morgan and as Mr. Morgan's successor as chief executive for a brief period at the end of the P. R.-manager regime. He was subsequently elected mayor by the voters of the city in 1934.

### ***The P. R. Movement in Australia***

EDITOR'S NOTE. This article has been prepared for the REVIEW by E. J. Craigie, former independent member of the South Australia House of Assembly and one of the principal leaders in the Australian P. R. movement for many years. He is author of a recent little book on *Democratic Government through Proportional Representation*. The places where P. R. (the single transferable vote) is already in effect in Australia are Tasmania, which has elected its provincial legislature by P. R. continuously since 1907; New South Wales, which formerly elected its lower house by P. R. and now uses it for the indirect election of its upper house; and the city of Armidale, New South Wales.

The question of proportional representation is attracting considerable at-

<sup>1</sup>See this department for May 1945.

tention in South Australia at the present time.

During the 1940 session of the South Australian Parliament I introduced a bill providing for the adoption of P. R. for electing members to both houses of the state parliament. This bill provided for adoption of the six federal districts for House of Assembly elections, each to return six members. This reduced the number of members from 39 to 36. The proposal in regard to the Legislative Council (upper house) was for four districts, three returning five members each, and one returning three, making a total of eighteen members, a reduction of two in the existing number.

The bill passed its second reading by twenty votes to sixteen, and was taken into committee, all Labor members and Independents voting in favor of the proposal. Whilst in committee all clauses of the bill but one, that being the final schedule, were passed. The schedule was not put to the vote, however, because of the absence of one of the supporters through illness. This vote was necessary to secure the constitutional majority required to carry the bill and, therefore, the proposal was allowed to lapse at the end of the session.

### Bill Reintroduced

The same bill was introduced by Mr. W. Macgillivray, M.P., Independent member for Chaffey, during the 1943 session, but it did not survive its second reading, the vote being nineteen in favor and fourteen against. Although a majority of five was secured twenty votes were necessary for a constitutional majority. All members of the Labor party and the Independents again cast their votes in favor of the proposal.

Since that time good educational work has been done, and at the 1944 conference of the South Australian branch of the Australian Labor party

a motion was carried instructing the Labor leader to bring down a bill for proportional representation as soon as possible. The conference further resolved that a statewide petition be circulated and signatures obtained soliciting the government to adopt proportional representation as the method of electing members to parliament.

### Petition Signed

The Proportional Representation Group and the Henry George League have been rendering assistance in collecting signatures, and many thousand electors have attached their names to the petition. It will be presented to the Premier at an early date and if the request of the petitioners is not granted it is expected that the Labor leader will introduce a P. R. bill during the present session of Parliament. There is a definite swing in the electorate in favor of proportional representation.

The P. R. Group continues its educational work under the able presidency of Mrs. Jeanne F. Young, O.B.E., who has for many years rendered magnificent service in the fight for electoral justice. Monthly meetings of the group are held, and by her demonstrations of the anomalies which exist under present voting systems and the justice of P. R. Mrs. Young has enabled a great number of people to obtain a better understanding of the various electoral systems. Many public meetings have been addressed, lantern slides shown, mock elections conducted and press propaganda engaged in, and every opportunity taken for spreading the truth concerning a just system of voting.

In New South Wales the Proportional Representation Society continues its educational work under the leadership of Mr. A. G. Huie, who for many years has been secretary in that state. No opportunity is missed by our co-workers for showing the advantages to be derived from the adoption of

P.R. for federal, state and local government purposes.

Our Victorian co-workers have suffered a great loss through the death of Sir James Barrett, who was Victorian president for many years. The secretary, Mr. Royden E. Powell, and other workers have been keeping the movement well before the public. The Victorian government recently decided on a change of electoral boundaries, and the P.R. group in that state was active in stressing the fact that unless proportional representation was adopted in multiple-member districts, Parliament would not be a true reflection of the will of all sections of political thought. Although several good speeches were made in favor of proportional representation, the government and Parliament decided to continue under the unjust single-member district system.

Co-workers in Western Australia have been doing their part in bringing proportional representation prominently under the notice of the electors by means of meetings and the distribution of literature, and the need for a change in electoral methods is realized by a large section of the community. The educational work in Australia will be continued until electoral justice is secured.

E. J. CRAIGIE

Adelaide, South Australia

### ***P. R. in Austria?***

A United Press dispatch from London, in reporting the declaration of Austria's independence by Dr. Karl Renner, head of the provisional government, and his declaration that "all Nazi laws are abolished and republican laws restored," made the reasonable deduction that the declaration was "presumably reinstating Austria's constitution of 1920." Under that constitution both houses of Parliament and state and municipal councils were elected by a party list system of P.R.

## **County and Township**

*Edited by Elwyn A. Mauck*

## **Wisconsin Counties Get Emergency Postwar Powers**

***Legislature Authorizes New Duties, Historian***

THE 1945 Wisconsin legislature has given counties, for a period of one year from the cessation of hostilities, authority to engage in postwar emergency activities. The appropriations for such activity must not exceed a one-half mill levy, and after five years all unexpended funds revert automatically to the general fund unless the county board acts to extend such period for an additional five years or less.

The law requires that:

1. The county board determine by vote that unemployment exists and may be relieved through the proposed expenditures;
2. Public hearings be held; and that
3. Final approval be given by a two-thirds vote of all board members.

### **Committee on County Government**

The interim committee on county government, appointed by the 1945 Wisconsin legislature and previously reported in this section (July 1945) was created because the legislature believed that "There is a need for a study of the structure of county government in Wisconsin, the relationship between the constitutional provisions and this structure, the experience of other states in the modifications of their constitutions and the organization of their county governments, and of other pertinent information on this subject, together with recommendations thereon for the guidance of the

legislature and the information of Wisconsin citizens."

The committee is composed of eight legislators and five citizens appointed by the governor who have been especially active in county government problems. Thus far the committee has had referred to it: (1) the proposed constitutional amendment repealing the county government uniformity clause,<sup>1</sup> (2) a proposed constitutional amendment authorizing county legislation by direct popular referendum, (3) a county government consolidation bill, and (4) a bill which would limit county boards in counties of the 15,000-500,000 population group to 35 members.

#### **Agricultural Aid**

The legislature has extended the authority of counties to render services in several phases of land reclamation and agricultural aid. Counties now may secure, by purchase or gift, tractors, bulldozers and other equipment for clearing and draining lands and controlling the growth of weeds. Such equipment may be operated or leased for work on private lands, and fees or rentals may be charged for such services. Furthermore, counties are authorized to acquire lands for the manufacture, sale and distribution of agricultural lime, to be sold at cost to farmers. For the first time Wisconsin counties may also set up office and laboratory equipment for testing milk and soil samples. Residents of the county would be provided with records and reports of such tests.

#### **County Historian Authorized**

A 1945 law authorizes counties to create the office of county historian "who shall receive such compensation as the board may fix." His duties are "to collect and preserve the records of

Indians and early pioneers, the experiences of military men and women and the records of their service, to mark and compile data concerning places of historical interest in the county and to perform such other duties relating to the collection, preservation, compilation and publication of historical data as the board may prescribe."

The Oconto County Board already has made the appointment and appropriated \$500 under the provisions of the act.

#### ***Fulton County Civic Leaders Work for Manager Plan***

Local civic leaders are planning to urge introduction of a bill into the Georgia legislature next January providing the manager plan for Fulton County (Atlanta). The March-April and May-June grand juries this year have both recommended that the manager plan be provided for the county. The July-August jury, in submitting its recommendations, said: "While in fact the entire system of county administration needs overhauling, we are not prepared to say a county manager is the answer. The solution, we believe, needs expert attention by disinterested parties capable and qualified to advise."

#### ***Counties Continue Progress in Merit System***

Several additional counties recently have reported significant advances in the merit system for their employees. The Civil Service Commission of Wayne County, Michigan, reports that its salary plan, first effective December 1, 1943, has undergone revisions and improvements through 1944 and 1945. Riverside County, California, reports that it has adopted by ordinance a classification and pay plan recommended by the California State Personnel Board. Similarly, the board of Outagamie County, Wisconsin, adopted the recommendations of the

<sup>1</sup>See "County Reform Run-Around," by Edward W. Weidner, the REVIEW, September 1945, p. 386.

Wisconsin Bureau of Personnel regarding salary schedules and classifications. A merit system ordinance was adopted by the county approximately one year ago, and with the adoption of the pay and classification plan the merit system now becomes effective.

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### ***Off-Street Parking Space in Future Construction***

Montgomery County, Maryland, and Henrico County, Virginia, have enacted ordinances which will require that adequate off-street parking space must be planned in all future construction before building permits will be issued.

The Henrico County ordinance requires a parking space for each family unit in all types of dwellings. In commercial or manufacturing buildings there must be a parking space for every three persons employed. Any theatre, auditorium, church, stadium or recreation establishment must provide a parking space for each four seats. Hotels must provide a parking space for every three guest rooms.

The Montgomery County ordinance differs primarily in that it makes greater use of square feet of floor space as a standard, but fundamentally the two ordinances are similar.

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### ***Texas Counties Centralize Road Administration***

Potter, Galveston and Brazos Counties, Texas, have centralized administration of roads on a county-unit basis, abandoning the precinct system, says *Better Roads*. Pooling of machinery and efforts is expected to result in better work at lower cost. Under the centralized plan it will be possible to install up-to-date accounting, budgeting and purchasing practices and to carry out plans for an integrated road system.

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## **Taxation and Finance**

*Edited by Wade S. Smith*

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### **Conversion to Peace Begins**

#### ***Start of Postwar Period Marked by Uncertainties***

WITH the capitulation of the Japanese in mid-August the "postwar period," of which so much has been written, became an actuality. As might have been expected, however, plans for the actuality are developing gradually, and with marked uncertainties as to the impact of peace on local government finance. It is not too much to say, perhaps, that the war ended before both federal and local governments were fully prepared for reconversion.

A considerable portion of the responsibility for the uncertainty must rest with the Congress, which had taken its summer recess without definitive action on such locally important matters as unemployment, federal participation in a broad public works program, housing and the postwar tax structure. As this is written, the temper of the national legislature is not yet apparent, but the President's message of September 6 gives the program which the administration at least will seek.

The administration seeks both a broadening of the eligibility rules for unemployment compensation and a liberalization of the benefits, proposing a minimum of \$25 weekly for a maximum of 26 weeks. Opposition is strong, however, from the states with relatively low weekly benefits and relatively short periods of payments, even though President Truman proposed that the added expense be the financial responsibility of the federal government.

The uncertainty with respect to unemployment compensation, which is the first line of defense against widespread unemployment distress, makes especially important the President's recommendations as to public works, by which it is expected that useful public jobs can be provided, especially by local government, for a considerable number of unemployed pending their reabsorption by private business. The President's message urges as to public works at the state and local level:

1. Release of one and one-half billion dollars already authorized, at the rate of half a billion dollars per year, for federal-state-local highway improvements.

#### **Airport Program Asked**

2. Enactment of a ten-year program to construct three thousand new airports and improve the existing three thousand, the cost to be shared equally "between federal and non-federal governmental agencies."

3. Appropriation of additional sums to supplement the "inadequate" amounts already provided for state and local planning of public works projects, and a speedy consideration of the subject of grants for public works, "under conditions that will insure that each level of government, federal, state and local, shall make its appropriate contribution."

4. Continued federal participation in the construction of hospitals and health centers.

In the field of housing, the President urges both a continuation of federal aid for low-rent projects and the initiation of federal participation in redevelopment projects. In the redevelopment projects, it is apparently contemplated that government funds will be used to acquire the land ("the land cost is generally too high" . . . for private enterprise) while private capital will be expected to do the developing. "Such federal aid should be extended

only to those communities which are willing to bear a fair part of the cost of clearing their blighted city areas and preparing them for redevelopment and rebuilding."

A final major phase of federal participation, affecting local government changes in the tax structure, is apparently to be left to the future. In addition to "transitional" changes in the federal tax laws, to effect modest reductions in 1946 taxes, the President urges "that the Congress . . . give careful consideration to the modernization of the federal tax structure." The resolution of existing conflicts, etc., between federal and state and local tax systems is not specifically mentioned as a field for action, but it may be inferred that if the federal tax structure is to be effectively "modernized," federal-state-local relationships cannot escape getting attention.

#### **Cities Plan**

In certain fields not directly dependent on the determination of federal policy, certain trends were also beginning to appear. In New York City, Comptroller Joseph McGoldrick urged the immediate beginning of about thirty-three million dollars of that city's public works program, which comprises a "shelf" of projects totaling nearly a billion dollars.

In San Francisco, election was called for the authorization of some twenty millions of airport improvement bonds and in many other cities where financing for postwar public works had not yet been authorized or had been authorized only in part, elections were scheduled or preparations made to call the voters for a decision before the end of the year.

#### **Cities Collect Revenues from Airports**

The probability that a considerable number of new airports will be constructed by American cities during the

next few years makes especially interesting a limited amount of data recently put out by the International City Managers' Association on rate changes in Philadelphia and in Yakima, Washington. The rates discussed affect commercial airlines, and the fees are based on the number of scheduled trip arrivals per month.

In Philadelphia landing fees are \$100 per month for each of the first four scheduled trip arrivals. For each arrival from the fifth to the twelfth the fee is \$75 per month; for the thirteenth to sixteenth \$50 a month. Thereafter a fee of \$25 per month is charged.

A three-year agreement made by Yakima, Washington, with an airline sets up a schedule of landing fees of \$45 per month each for the first two monthly scheduled trip arrivals, \$25 each for the next two arrivals and \$15 for each successive monthly scheduled trip.

Special fees for cargo planes are included in the Philadelphia schedule. Landing fees for cargo planes having an approved maximum landing weight of not in excess of 8,000 pounds are \$100 per month for four scheduled trip arrivals as in the original fee schedule. A fee of \$25, however, is charged for each additional scheduled trip arrival in lieu of the regular schedule quoted above.

The monthly fee for the scheduled trip arrival in Philadelphia of any type of aircraft having an approved maximum landing weight in excess of 25,000 pounds is the same as the regular table of fees increased by \$1 for each 1,000 pounds in excess of 25,000 pounds. Exceptions are passenger transport planes of the type D-C3, having an approved maximum landing weight not in excess of 28,000 pounds, which are not required to pay increased fees.

For rental of airport storage building and administrative building space, Philadelphia charges \$1.75 per square

foot yearly. Yakima charges a fee for ground space of one-half cent per square foot in its recent agreement.

Landing fees of Philadelphia may be compared with landing fees for nine other cities. The cities and their monthly charges for ten scheduled trips are: Philadelphia, \$850; Birmingham, \$350; Chicago, \$1,075; Detroit, \$850; Indianapolis, \$650; Los Angeles, \$800; Pittsburgh, \$1,075; San Diego, \$250; San Francisco, \$800; St. Louis, \$375.

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### **Local Borrowing Costs Rise to January Level**

The cost of local borrowing has increased slightly in the few weeks since the war ended, and it is regarded as not unlikely that the peak price levels paid by buyers for municipal securities has been passed. *The Bond Buyer* index of municipal bond yields for twenty representative bonds, which stood at 1.62 per cent at January 1, 1945, and dropped to a low of 1.35 per cent at May 1, 1945, has softened appreciably over the summer and rose from 1.46 per cent at August 1, 1945, to 1.64 per cent at September 1. The index for eleven first grade bonds, which dropped from 1.32 per cent at January 1 to a low of 1.06 per cent at May 1, rose to 1.35 per cent at September 1.

The cost of local borrowing as reflected by the index for September 1 is, of course, much below levels previously prevailing. In fact, there were only three months in 1944 when the twenty-bond index stood below that of September 1, 1945, and only four months when the eleven-bond index was below that of September 1, 1945. During 1943 the twenty-bond index ranged from 1.69 per cent to 2.17 per cent, and in 1942 from 2.13 per cent to 2.56 per cent. The all-time high was in May 1933, when the twenty-bond index stood at 5.69 per cent and the eleven-bond index at 4.9 per cent.

As discussed previously in these columns,<sup>1</sup> chief factors in the recent low interest rates have been the over-all interest structures as affected by government borrowing, the relative scarcity of new issues during the war period, and the increased value of tax exemption to higher-bracket taxpayers under the wartime federal income tax rates. With the end of the war the impact of these factors is being lightened, but there is little prospect that the changes will be so great as to unduly increase local government borrowing costs. Consequently, although increased local borrowing and modest reductions in personal income taxes will serve to help increase local bond interest rates, so that cities, schools, counties and other local units selling their bonds from now on may expect to pay more for their money than a few months ago, there is every prospect that rates will stabilize well below those of the mid-1930's.

### ***MFOA Cautions Members on Special Assessments***

The device of financing improvements by special assessments, which caused widespread difficulty during the depression of the 1930's when cities had to take over the obligations of insolvent assessment projects, is the subject of a much needed memorandum recently published by the Municipal Finance Officers' Association of the United States and Canada.

As a matter of sound business practice, the association said, municipal officials should apply one important question in connection with property scheduled for improvement by special assessment: "Can the district in which the improvement is to be made actually pay for the cost of the installations?"

<sup>1</sup>See the REVIEW for November 1944, p. 564.

The subject of special assessments is of growing concern to local officials faced with a postwar era of new public improvements, repairs to existing facilities and the platting and developing of new subdivisions. Three factors were cited as of prime importance in connection with ability of a property to repay a municipality through special assessments for funds spent on improvements:

1. The "tax picture." A detailed, thorough and complete survey should be made to see if the properties to be assessed for new improvements have been able to pay the general and special taxes already levied.

2. The ratio of the proposed assessment as related to the assessed valuation of the property is another matter to be studied carefully. Is the new improvement too costly compared to the value of the property?

3. Finally, if the tax situation is favorable and the improvement is warranted, an advance deposit should be required sufficient to cover a substantial part of the total cost of improvement. This requirement should be regarded as a necessary safeguard not only to the municipality but to the taxpayer at large.

### **Warning Issued**

The report warned local officials to "avoid the pitfalls and extravagancy" that followed the "boom years" after World War I because of inadequate planning and lack of proper control of the use of special assessments to finance local improvements. As one example of results of this situation, the association said, sewer and water mains were charged against hundreds of thousands of properties on which houses were never built. Such inadequate control and lack of planning led directly to higher tax delinquency necessitating refinancing and refunding of special assessment bonds.

Much of the difficulty arising in connection with collection of special assessments during those "boom years" stemmed from the fact that local improvements were made in subdivision developments without proper regard for location and planning, the report said, adding that regulations for subdivision development, including strict zoning legislation, should be enacted to insure protection for suburban areas.

### **Chicago Transit Authority Gets Lower Court Approval**

The Chicago Transit Authority, created by the 1945 Illinois legislature to facilitate unification of the new publicly built subway and the private elevated and bus transit systems, has received the approval of the Circuit Court and it expected shortly to receive State Supreme Court approval as to legality. The case was a friendly test suit, brought by the state's attorney, to insure legality of the authority's authorization before negotiations start for the issuance of about \$90,000,000 of revenue bonds.

Although Chicago has long utilized the device of special districts to handle phases of the local government, this is the first agency in authority form in the nation's second largest city. Parks have long been administered by separate districts which were unified as the Chicago Park District in the early 1930's, while the sanitary sewer system of the city and immediate area is under the jurisdiction of the Chicago Sanitary District. There is also a county-wide recreational and conservation agency, the Cook County Forest Preserve District, as well as the separate school district serving the city of Chicago. The Transit Authority will seek to acquire the surface lines and elevated lines of the city, which are now in bankruptcy.

### **Local Affairs Abroad**

*Edited by Edward W. Weidner*

### **NALGO Wins Major Objective**

#### ***Secures Nation-wide System of Collective Bargaining***

THE National Association of Local Government Officers (England)<sup>1</sup> has attained one of the major objectives it set for itself in 1938—a truly national system for settling with local authorities all questions of salary and conditions of service by means of collective bargaining through the machinery of national and provincial Whitley Councils.<sup>2</sup> And it is well on its way to attaining through the use of this system the further objectives of a nationally adopted scale of salaries and a generally observed code of service conditions.

The "charter" for the local government service which the association has submitted to the National Whitley Council is a document as important to every local government officer (employee) as was the superannuation bill of 1937. A "bill of rights" for the local government service, it lays down, for the first time, minimum standards of qualification, recruitment and training for local government officers, prescribes uniform conditions of service, holidays and sick pay, and postulates a national minimum salary and scales, applicable to the great majority of officers.

This charter is now being considered by the employers' side of the National Council. The first three sections—dealing with recruitment and training,

<sup>1</sup>NALGO, as it is usually called, is an organization of local government administrative, professional, technical and clerical employees.

<sup>2</sup>See the REVIEW for October 1944, p. 495.

service conditions, and the relations between officers and councillors—have all been favorably received. The fourth and most important section, proposing a national minimum salary and scales up to £700 a year, will clearly call for longer and more detailed consideration.

Once adopted, the terms and conditions prescribed by the charter will become legally binding upon and enforceable against every local authority in the country. For the first time in the history of local government, uniform minimum standards will prevail. The uniformity will be secured by the Wages Councils Act, which is to continue for five years only. It will be NALGO's aim so to strengthen Whitley machinery that after the period of protection is over, the machinery will be able to operate effectively without additional legal sanction.<sup>3</sup>

### **NALGO Promotes Good Public Relations**

A membership increase of 30,000 since 1939, to 133,000, was announced by the National Association of Local Government Officers at its June convention at Blackpool. In its most important decision the association again postponed action on affiliation with the Trades Union Congress.

The association has been promoting interest in sound public relations for local government. Its exhibit on local government has been shown in 40 cities throughout England with much publicity and good attendance. Its reconstruction committee has issued a report calling for the appointment by every local authority of a public relations committee and officer. To supplement these official agencies, it is suggested that public relations

councils made up of representatives of local authority associations, NALGO, and relevant voluntary organizations be created. Local self-government can be made effective only as "a partnership between the citizen, the elected representative, and the local government officer," the committee concluded.

### **France Holds Local Elections**

Proportional representation with list voting for Paris was a feature of the French municipal elections last April 29 and May 13.<sup>1</sup> Under the new system Paris was divided into six districts with many councillors elected from each. Parties put up a slate for an entire district, and electors voted for a slate as a whole. One or more candidates of a list were elected depending upon the proportion of votes the list received.

Elsewhere, communal councils were elected by traditional list voting in main and run-off elections. The run-off elections, in which parties usually combine to present right and left slates according to the strength of individual parties in the first election, were made unnecessary in Paris by its use of proportional representation.

In other French territory, municipal elections have been held in Martinique, Madagascar, and Reunion.

### **New Zealand Discusses Administration of Utilities**

Methods of administration of electric utilities are being discussed in New Zealand<sup>2</sup> as a result of the current investigation into local government. At the present time, the 92 authorities responsible for the distribution of electric power range from two government departments and six private companies

<sup>3</sup>From the President's report to the recent NALGO conference. *Local Government Service*, July-August 1945, p. 363.

<sup>1</sup>See *Free France*, May 15, 1945, pp. 496-499.

<sup>2</sup>See *Board and Council*, June 27, 1945, p. 3.

to 41 *ad hoc* electric power boards and 43 city, borough, town and county councils. Power boards account for 60 per cent and other local bodies for 30 per cent of retail electric units sold.

Questions being examined include the interrelationships of these various electric authorities and their relation to the central government. It is doubtful whether any trend away from *ad hoc* authorities will be forthcoming, since New Zealand seems addicted to numerous independent special boards. A limited trend toward larger areas for electric authorities is a possibility.

### ***Regional Planning Councils for New Zealand***

The government of New Zealand has divided the country into 24 regions<sup>1</sup> based upon community of interest, and is encouraging local government and civic groups to establish a regional planning council in each.

Seven such councils have already been established and organizational meetings have been held in the other seventeen regions.

The councils will not be concerned with local government functions but with the development of their area. Representatives of local governments, chambers of commerce, manufacturers' federations, trade unions, farmers' unions and other groups are cooperating. Postwar reconstruction is the main task confronting them.

Interregional coordinations, advice and grants will be the function of the central government.

### ***Victoria, Australia, Passes First Planning Act***

The first planning legislation in the history of Victoria is the Town and County Planning Act, 1944, passed in December. The new act sets up a central Town Planning Commission which has power to compel a locality or,

<sup>1</sup>See *Board and Council*, May 30, 1945, p. 8.

jointly, groups of localities to prepare planning schemes for their municipalities if they fail to do so on their own initiative. It is contemplated that the new commission will be a coordinating body mainly, however.

Undertaking to bring the meaning of local planning to the public, the Town and County Planning Association of Victoria has published an attractive booklet, *Let's Plan*, a collection of talks given before association meetings or by association members.

### **Mexico**

Women's suffrage became an election issue in Mexico when Miguel Aleman, candidate for president, announced he would promote adequate constitutional reform looking toward enfranchising women for municipal elections. "Municipal organization has more contact with the interests of the family and owes more attention to the necessities of the home and infancy," the candidate explained.

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### **Norway**

The first local elections after liberation are scheduled for November 19.

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### **Netherlands**

Temporary municipal councils have been elected by centrally-selected groups of electors three times the numbers of council members to be chosen. The first aldermen will be elected a month after the first councillors take office.

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### **Czechoslovakia**

The national committees which perform local government functions, "are our new public administration and they will build up a democratic and nationally reliable civil service," says the minister of the interior. The national government is to have jurisdiction over the status and pay of civil and municipal servants.

# Books in Review

## *From War to Postwar in Community Planning*

**Planning for the Future in Your Community.** Issued jointly by United Service Organizations, Inc., Office of Community War Services, and Community Chests and Councils, Inc. New York, 1945. 16 pp. Ten cents each on quantity orders.

**Health and Welfare Planning in the Smaller Community.** New York 17, Community Chests and Councils, Inc., 1945. 27 pp. 25 cents.

**The Community Council: A Natural Outgrowth of the Defense Council.** Washington, D. C., Office of Civilian Defense, 1945.

Now that the war is over there are many parallel developments of thought about the transition period as it affects local communities.

The most common and most widely publicized current interest in local planning is with regard to public works and economic development.<sup>1</sup> These are premises of community life but they do not include all that makes localities livable. Planning for health safeguards and services, recreation and educational opportunities as rights of citizens, and welfare programs with a positive keynote not only have a place on the community agenda on their own but should be thought of as correlated with physical planning.<sup>2</sup>

<sup>1</sup>The work of the Committee on Economic Development and its local affiliates is well known in this connection. A pamphlet issued by the War Department is the GI Roundtable (EM 33) *What Will Your Town Be Like?* (January 20, 1945). This pamphlet recognizes a "resurgence of community spirit through the United States" during wartime. Its emphasis is on job planning and local government action.

<sup>2</sup>*Action for Cities: A Guide for Community Planning*, Public Administration Service, 1943, presents an outline for balanced and integrated local community planning.

The pamphlets listed above summarize the thinking of experienced leaders in the field of organization and planning for community services. They relate war-gained experience to post-war possibilities which may be achieved by timely and concerted action in the local community. They apply particularly to smaller communities where less planning has been done and where war needs led to the development of new organizations and services which have "survival value."

The first of these three pamphlets, *Planning for the Future in Your Community*, has the sponsorship of three organizations with outstanding experience in the community organization field. It is directed toward helping local communities face what will happen as USO withdraws. The scope of health and welfare planning outlined is broader than recreation services, which is appropriate since USO's have served as community centers in many places. This booklet refers to the second one, issued by Community Chests and Councils, Inc.

Both of these pamphlets contain a statement which is the wisdom of simplicity: "Health and welfare problems are problems of people." Both stress the potentialities of what people can do collectively to organize neighborliness, to assist individuals to meet problems which are beyond their separate capacities, and to take positive action for community well-being.

As a tool to achieve these ends, the first named pamphlet suggests that the organization of a community council may be the next step in some communities. It also urges the use and strengthening of defense councils, community recreation committees or councils of social agencies. This practical

suggestion provides the link with the other two pamphlets. The second, already mentioned, tells how community councils or councils of social agencies operate, with specific suggestions.

The third pamphlet, *The Community Council: A Natural Outgrowth of the Defense Council*, is based on OCD experience throughout the country in the civilian war services field. It stresses the possibilities of "representative but non-authoritative" planning which can be carried out under local government auspices, according to OCD. The needs of demobilized war workers and returning servicemen will call for community planning at least equal to that of wartime, according to the pamphlet. The problems of health and nutrition and the special needs of youth are pointed up as typical of the postwar responsibilities of communities for which community councils may be effective tools for action.

There is remarkable agreement on general principles of community organization running through the three publications. The following is an attempt to summarize the main points, with references to the three pamphlets by the numerals I, II and III in the order mentioned above.

1. Broad participation is stressed in community planning. "The planning council should be composed of representatives of all governmental and voluntary health, recreation and welfare agencies and of important civic bodies. Leaders from all the major elements of the community such as education, religion, labor, interracial groups, management and the professions also should be in on the project from the beginning. The group should be composed predominantly of volunteer citizens rather than professional workers." (I, 6).

The second pamphlet discounts the fear of "domination by non-professional groups." "The problem is to get par-

ticipation by groups and individuals outside the professional field of health and welfare rather than to *limit it*." (II, 14).

The third pamphlet expresses the same thought with an additional emphasis on provision for representation of state and federal representatives who have responsibilities for programs in the local community. (III, 5).

2. The first principle implies cooperation between governmental and voluntary agencies, a point which is stated in other ways as well. In one place public services are thought of as basic, and programs developed financed and administered by voluntary associations are indicated as the way of dealing with special problems and providing services supplementary to those of government. (I, 9). The CCC pamphlet significantly points out that it is "necessary to give special consideration to the matter of governmental participation in any council." (II, 21.)

3. The possibility of community council operations under governmental auspices is a more controversial point. "Defense council operations have stimulated interest in the possibilities of health and welfare planning through a body established under public auspices, but experience is as yet too limited to permit any definite conclusions." (II, 21).

The OCD pamphlet defends its record when stating as the first principle of community council operation that "the community council should be part of local government, established by local ordinance and with an administrative budget provided at least in part from public funds." (III, 4).

The same statement of principles, however, casts some doubt on the general applicability of this suggestion in saying that "the community council should not duplicate or supplant well established community planning

or coordinating bodies." (III, 6). This refers to divisions of councils of social agencies or committees for economic development which it is suggested may be given an official status and be coordinated with the over-all community planning.

4. The interrelation of community planning in the economic and physical sense with social planning is recognized with varying degrees of emphasis. (III, 5; I, 9, reference to buildings; II, 20, reference to playgrounds).

5. The importance of separating planning from operation of community programs is emphasized. (I, 7; III, 6; II, 19). Common services, however, may be operated by councils such as volunteer offices (III, 6) or the publication of a directory (II, 19).

6. Trained and specialized workers are needed to staff community councils. (I, 9; III, 7; II, 17).

7. The method of community organization is presented as "non-authoritative" (III, 3; II, 18), gradual and down to earth in dealing with specific problems. (II, 19). "Educate rather than legislate. . . . Many of the most valuable contributions of a council are indirect. . . . A council often cannot 'take credit' for what has been accomplished lest it endanger its future effectiveness." (II, 18-19). Consistent with these descriptions of method is the suggestion that an early step in any community planning is "to make a fresh study of facts about the community and its needs and resources." (I, 7).

These are the principles in bare outline that suggest what is meant by saying that community organization and planning is a process—a way of doing things together for the common good. It is never something arrived at and final—something laid out in neat blueprints. There is pattern and system in the methods used, based increasingly on dependable knowledge

and tested experience, but the product is different in each community and much depends on the imagination and resourcefulness of community leaders and professional workers. In short, there is both "playing by ear" and rules for harmony in community living and planning which can be experienced in wider measure in the months and years ahead.

ARTHUR HILLMAN,  
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Chicago

## Additional Books and Pamphlets

### *Accounting*

**Municipal Utility Accounting.** By Dorr Hathaway, etc. Chicago 37, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance*, August 1945. 40 pp. 50 cents.

### *Civil Service*

**Official Salary Plan of the County of Wayne, Michigan. Regulations Governing the Official Salary Schedule.** Detroit 26, Civil Service Commission, County of Wayne, Michigan, 1945. 20 and 5 pp. respectively.

**Wayne County Civil Service Commission and Its Veteran Program.** Detroit, Civil Service Commission, County of Wayne, Michigan, 1945. 11 pp.

### *Housing*

**The First Seven Years.** A Report of the Housing Authority of the City of Pittsburgh for the Years 1937-1944. Pittsburgh, The Authority, 1945. 63 pp. Illus., charts.

**Housing in the 1945 New York Legislative Session.** New York 10, Community Service Society, Committee on Housing, 1945. 15 pp. Ten cents.

**Proceedings of the Conference on Financing the Postwar Building Boom on a Sound Basis.** New York 18, Na-

tional Committee on Housing, Inc., 1945. 77 pp.

**Report of the National Capital Housing Authority for the Ten-Year Period 1934-1944.** Washington, D. C., The Authority, 1944. xi, 219 pp. Illus.

#### *Labor*

**Impact of the War on Employment in 181 Centers of War Activity.** By U. S. Department of Labor, Bureau of Labor Statistics. Washington, D. C., U. S. Government Printing Office, 1945. iv, 32 pp. Ten cents.

**Postwar Labor Policy. A Survey of Opinion.** Report on attitudes of 600 informed persons representing labor, management and those professionally occupied in industrial relations on mediation and arbitration of postwar labor disputes and the government's role therein. Washington, D. C., The Bureau of National Affairs, Inc., 1945. iii, 41 pp.

#### *License Fees*

**Municipal License Fees in Washington Cities.** Seattle 5, Association of Washington Cities, 1945. 20 pp.

#### *Municipal Government*

**Handbook for Employees of the City Clerk's Office.** Containing Departmental Code of Ethics, Rules and Regulations, Miscellaneous Information. Los Angeles, 1945. 43 pp.

**Your Government at a Glance—Facts About the City of Los Angeles.** Los Angeles, City Clerk, 1945. 34 pp.

**London and the National Government, 1721-1742.** A Study of City Politics and the Walpole Administration. By Alfred James Henderson. Durham, North Carolina, Duke University Press, 1945. x, 242 pp. \$3.

#### *Parking*

**Downtown Los Angeles Parking Study.** Los Angeles, Downtown Business Men's Association of Los Angeles, 1945. 23 pp. Illus., charts

#### *Planning*

**Discussion of Principles to Be Incorporated in State Urban Redevelopment**

**Acts.** Washington 6, D. C., Urban Land Institute, 1945. 4 pp.

**Mistakes We Have Made in Community Development. Mistakes We Have Made in Developing Shopping Centers.** By J. C. Nichols. Washington 6, D. C., Urban Land Institute, 1945. 8 and 15 pp. respectively. Together \$1.

**Tomorrow Is Here.** New Haven, Connecticut, City Plan Commission, 1944. 28 pp. Illus.

#### *Public Health*

**For the People's Health.** New York 22, Physicians Forum for the Study of Medical Care, 1945. 16 pp. Illus.

#### *Taxation and Finance*

**Balances in State General, Highway and Postwar-Reserve Funds in 1944.** By N. B. Gerry. Washington, D. C., Department of Commerce, Bureau of the Census, 1945. 11 pp.

**Federal Excise Taxes—Exemptions Allowed Local and State Governments.** Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1945. 4 pp. 25 cents.

**Miscellaneous Sources of Municipal Revenues in Other States.** Seattle 5, Association of Washington Cities, 1945. 6 pp.

**Preparing the Way for Postwar Special Assessments.** A Tentative Report by the Committee on Special Assessments. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1945. 4 pp. 25 cents.

**State Tax Collections in 1945 (Preliminary).** Washington 25, D. C., Department of Commerce, Bureau of the Census, 1945. 11 pp.

#### *Traffic Safety*

**Accident Facts.** Chicago 6, National Safety Council, 1945. 96 pp. 50 cents. (Reductions on quantity orders.)

**Speed in the Transition Period.** A Report of the Joint Committee on Postwar Speed Control. Chicago 6, National Committee for Traffic Safety, 1945. 8 pp.